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**CONDITION OF NATIONAL PARKS, WILDLIFE
REFUGES, AND NATIONAL FORESTS
IN ARIZONA**

HEARINGS

BEFORE A

**SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE**

NINETY-NINTH CONGRESS

SECOND SESSION

SPECIAL HEARINGS

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(III)

BUDGET OVERSIGHT HEARINGS ON THE CONDITION OF NATIONAL PARKS, WILDLIFE REFUGES, AND NATIONAL FORESTS IN ARIZONA

TUESDAY, JULY 1, 1986

U.S. SENATE,
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES,
COMMITTEE ON APPROPRIATIONS,
Phoenix, AZ.

The subcommittee met at 9:30 a.m., in the city council chambers, Phoenix, AZ, Hon. Dennis DeConcini presiding.
Present: Senator DeConcini.

NONDEPARTMENTAL WITNESSES

OPENING REMARKS OF SENATOR DE CONCINI

Senator DeCONCINI. Ladies and gentlemen, I am glad you could join us at this hearing of the Senate Appropriations Subcommittee on Interior and Related Agencies to review the budgets of the U.S. Forest Service, the National Park Service, the Bureau of Land Management, and the U.S. Fish and Wildlife Service. The chairman of the Senate Interior Subcommittee, Senator James McClure, has graciously approved these field hearings so that I can gain a better understanding of how the Federal budget is affecting the management of responsibilities of our public land agencies in the State of Arizona.

This is the first hearing the subcommittee has held outside of Washington, DC, since Senator McClure has been chairman of the Interior Subcommittee. I am particularly thankful for his generosity and want to express my appreciation to Jeff Cilek, the chairman's chief clerk; and Charlie Estes, the ranking Democratic clerk on the subcommittee, for coming to Arizona to assist in the hearings this week.

Today in Phoenix and tomorrow in Tucson the subcommittee will be taking testimony from outside public witnesses such as representatives of the conservation community, concessionaries at Federal land facilities, State government agencies, and private businesses. We will also be hearing from regional and State representatives of the four Federal public land agencies.

Because of the limited amount of time for the hearing and the large number of witnesses, we have had to establish some ground rules. Witnesses will be asked to provide an oral summary of their testimony of not more than 3 minutes. Longer more comprehensive

statements may be submitted to become part of the official committee hearing record.

The first panel testifying this morning will be the Forest Service. Before we get started, however, I would like to say that I wanted to hold these hearings in Arizona because I have become increasingly concerned about the impact budget reductions at the Federal level are having on the condition of the resources on the public lands. Our State has an abundance of Federal lands. We use and enjoy them for a variety of purposes. We must not and we cannot let them deteriorate. Budget deficits must be controlled—we all agree on that. But in order to control deficits, you have to reduce Federal budgets. I want to insure that we are not making those reductions in the wrong places, and that we are not reducing deficits at the expense of our public lands.

The administration has proposed an increase in entrance fees for our national parks and recreation of user fees for our national forests. Both proposals would generate much needed funds for both agencies. However, as presently formulated, both initiatives would do more to reduce the deficit than to correct on-the-ground resource, visitor service, and maintenance problems for parks and forests. I don't necessarily like the idea of user fees, but it may be our only hope to preserving our public lands. When I receive information that some parks may have to close in fiscal year 1988; that campground units on our national forests may have to close; that our fish and wildlife refuges barely have enough money to pay its staff and the light bills; and that the Bureau of Land Management does not have the funds to properly protect critical resource areas all as a result of budget reductions, I think it's time we reevaluated our Federal priorities.

The remarkable cultural resources contained in the Federal lands reflect the very heritage of America. Once endangered and threatened species of wildlife and plants are lost, it's too late to start a new recovery program. The pleasure the American public derives from visits to areas like the Grand Canyon cannot be duplicated anywhere in the world. The varied recreation opportunities afforded the citizens of this State and others through our national forests and Bureau of Land Management [BLM] lands cannot and should not be sacrificed because of insufficient funds.

From the information the subcommittee collects at these hearings, I cannot guarantee that we in the Congress will be able to resolve all of the problems facing these agencies. I can, however, guarantee that I will give the suggestions and comments from all of those who are testifying here today the most serious and careful consideration when trying to shape our Federal budgetary priorities.

DEPARTMENT OF AGRICULTURE

U.S. FOREST SERVICE

STATEMENT OF SOTERO MUNIZ, REGIONAL FORESTER, SOUTHWESTERN REGION

ACCOMPANIED BY:

JIM KIMBALL, SUPERVISOR, TONTO

ANDY LINDQUIST, SUPERVISOR, KAIBAB

NEAL PAULSON, SUPERVISOR, COCONINO

BRUCE LAMB

Senator DECONCINI. We'll now proceed with the Forest Service panel. These gentlemen please come forward: Sotero Muniz, Jim Kimball, Don Bolander, Andy Lindquist, and Neal Paulson.

Gentlemen, thank you very much for being with us this morning, and, as you can see from the list of witnesses we have, we have got a busy morning. We appreciate your being here and the cooperation that you have given the committee and the staff in the past. If you would please lead off.

Mr. MUNIZ. Thank you, Mr. Chairman and members of the subcommittee. I am Sotero Muniz, the regional forester of the Southwestern region which includes the 11 national forests in Arizona and New Mexico, and three national grasslands in New Mexico, Oklahoma, and Texas. I have here today with me supervisors of the Coconino, Kaibab, Prescott, and Tonto National Forests, supervisors of the Coronado and Apache-Sitgreaves National Forests, and our chief regional law enforcement officer will appear before the committee in Tucson tomorrow. We will be pleased to answer any questions you may have following my prepared statement.

I welcome this opportunity to present information on our recreation program in Arizona and to explain the planning that will guide future planning of the national forests in Arizona.

I would first like to present a brief overview and then discuss our forest planning that is currently underway and how our forest plans relate to the recreation problems that we have discussed this morning.

The 11 million acres of National Forest System lands of Arizona offer as we all know outstanding outdoor recreation opportunities including downhill skiing, camping, picnicking, hunting, fishing, and river floating.

Here is the Southwest, particularly in Arizona, we have what we call the Sun Belt phenomenon characterized by the steadily increasing movement of people into the area from the North, the East, and the Midwest. Their recreation needs and desires are almost limitless as they turn to the mountains, deserts, and waterways of this State for satisfaction.

Since Arizona is one of the fastest growing States in the Nation, the national forest recreation resources will continue to grow in importance to the people of Arizona, as well as the entire Nation.

In 1985, public recreation use of Arizona national forests was nearly 15 million recreational visitor days. We define a recreation visitor day as equivalent to one person spending 12 hours in a national forest. The 1985 use in the 1½ million acres of designated wilderness was one-third of 1 million recreation visitor days. We

are projecting recreation use will increase by 9 million recreation visitor days over the next 10 years.

To briefly summarize the materials that we have offered to you for the record: The total recreation budget in Arizona national forest from 1982 through the current fiscal year range from about \$4.5 million to \$5.3 million. The average annual recreational budget for 10 years reflected in our forest plan is about \$7.9 million. So we are projecting an increase of nearly 40 percent in our forest time-management plans as proposed and approved in the appropriations process, each to match the projections we put together in our plan.

Recreation investments and use need to be considered in the context of total multiple use management of the national forests. We believe our forest planning process enables us to recognize the total management needs of the national forests of Arizona and to best balance the resource demands placed on those national forests.

We will be happy to answer any questions you might have regarding our recreation budget pertaining to the Arizona national forests. At our budget hearings this spring, the Forest Service included a proposal for a revised recreation fee system. We are currently working on developing that fee proposal.

We believe that the time has come for those who receive direct benefits from the national forest to pay more of the cost of providing those benefits. Many surveys and other information reveal that the public is willing to pay a realistic fee for recreation opportunities, services, and the use of facilities. This is particularly true if the fees go back to the area from which they were collected to operate, maintain, and improve recreational facilities and services.

I would like to comment briefly on land management plans because they do relate to recreation programs. Since the enactment of the National Forest Management Act in 1976 [NFMA], the Forest Service has involved forest users and other affected interests in the largest most comprehensive natural resource planning effort we have ever undertaken. This effort is resulting in plans that will guide how the national forests will be managed. A large amount of data has been gathered and analyzed to develop integrated forest land management plans that relate to a wide range of public issues, management concerns, and opportunities. These plans reflect the balanced natural resource management envisioned in the Multiple Use Sustained Yield Act of 1960 and the procedures that stem from the National Forest Management Act.

The public involvement part of our plan development has received and continues to receive high priority. We have received and continue to receive public involvement and are giving high priority to that. Literally hundreds of meetings and consultations of all types have provided opportunities for people to communicate their view about national forest management. Those involved include special interest groups and organizations, permittees, the general public users of the forests, Federal, State, and local governments and many individuals.

Each final forest plan includes a balance of resource programs developed to resolve local issues and concerns. And each plan reflects the complexity of integrating resources, uses, interests, socioeconomics, and other factors. These plans can be amended if the

need to change them arises following public notice and involvement. Periodic changes will keep pace with the steadily increasing movement of people into the Southwest. I want to comment here that these are not 50-year plans. Projections of need, yield, demand, and trends go out 50 years and beyond, as is necessary in natural resource management planning. But the plans themselves must be reviewed and revised continually to adapt them to actual changing conditions and situations. Forest supervisors will manage the national forests according to those plans. They will monitor the plans and review them at least every 5 years to consider amendments. The plans will be ordinarily revised on 10-year cycles or at least every 15 years.

You asked earlier specifically about law enforcement and how it relates to national forest management. Forest Service law enforcement responsibility is directed at protecting natural resources, Federal property, visitors, and employees of the national forests.

Assistance provided by local law enforcement agencies does not meet all of the needs of the forest users. We recognize the responsibility to provide the safe environment for all users of the national forest. And to meet this responsibility, we have increased training and law enforcement officers in our region. Protection of cultural resources and visitors continues to receive increased emphasis from us.

The Cooperative Law Enforcement Program compensates the local law enforcement agencies for protecting visitors and their property while they are in the national forests. In fiscal year 1986, we entered into 15 agreements with counties and cities in Arizona for about \$363,000 which included \$62,500 specifically directed toward cannabis eradication on national forest lands.

Mr. Chairman, this concludes my remarks. I will be happy to answer any questions relative to my preceding remarks or materials that we have shared with you earlier. The supervisors will be available to speak to specific questions you might have within their national forest.

Senator DECONCINI. Thank you very much.

Supervisors, do any of you have any opening statements that you care to make?

Very good. Let me ask you questions about the fiscal year 1982, which is a few years behind us. The Arizona forest budget totaled \$52.1 million. The fiscal year 1986 Arizona forest budget is down to \$444.8 million. How many FTE's have Arizona forests lost since 1982? Do you know?

Mr. MUNIZ. Since 1982, Senator, we have—I don't know the exact figure. We are at 2,500 FTE's right now. We have reduced, I would guess, 1,200 FTE's since that time.

Senator DECONCINI. Since 1982 roughly?

Mr. MUNIZ. Yes; I would like to verify this information and give it to you for the record.

Senator DECONCINI. Would you please? If it's anything like that, that is almost a 50-percent reduction?

You said 2,500 and you have laid off or reduced maybe 1,200?

Mr. MUNIZ. No; I meant 200.

Senator DECONCINI. OK, 200.

Mr. MUNIZ. Again, I would like to verify that for the record.

Senator DECONCINI. Fine. Thank you. I misunderstood you there. Throughout this time visitation to and the use of our Forest Service lands in Arizona continued to increase. You had taken a 15-percent budget reduction. How has the Forest Service been able to provide the level of services the public demands, the maintenance of facilities, and fulfill the legislative responsibilities that are placed upon the Service?

Mr. MUNIZ. Well, there are various methods that we have used. We use the human resource programs extensively. Within those human resource programs I include senior citizen programs, volunteers, and programs of that nature, fully 25 percent of our total operation and maintenance operation comes from those human resource programs.

Senator DECONCINI. Is that an increase over the last 2 or 4 years of volunteer participation?

Mr. MUNIZ. No; they have remained fairly constant, Senator. The figure on those human resource programs are decreasing slightly just like other Federal programs that were involved.

Senator DECONCINI. You don't pay a salary to any of those people. But, you do give them equipment and food?

Mr. MUNIZ. It varies by the nature of the program. Senior citizens are allowed to work certain hours, certain amounts of hours per year, and so we do pay them in salary that compensates them for that. The 25-percent augmentation in the Human Resource Program does not come freely. We have got equipment and supervision costs. Equipment has to be made available from the Forest Service staff.

Senator DECONCINI. If you rely on volunteers for 25 percent of your operation and main service needs and that is changed, it hasn't increased, has it?

Mr. KIMBALL. The budget has been reduced by 15 percent.

Mr. MUNIZ. Than the situation is of great importance.

Senator DECONCINI. It's not getting better?

Mr. MUNIZ. Yes; we are also restricting some of our campgrounds that normally would be open for a normal work season. When we run out of money we have the choice of closing them down or restricting the season.

Senator DECONCINI. Have you had to close some?

Mr. MUNIZ. We have not closed any that I know of unless the supervisors have closed camps down because of the budget.

Mr. PAULSON. About 3 years ago in the Coconino Forest, we had camping grounds closed. We went into the concessionaire operation at two of our more popular campgrounds which enabled us to divert our funds to open the campground's which we had closed.

Senator DECONCINI. You closed them for how long?

Mr. PAULSON. During the year.

Senator DECONCINI. For the balance of the year?

Mr. PAULSON. For the season.

Senator DECONCINI. What period of time of the season was that? Do you recall?

Mr. LINDQUIST. Most of our campgrounds now are restricted. We open them on Memorial Day and close some of them down Labor Day, and some of them go on past the camping season.

Senator DECONCINI. When did you have to close those two?

Mr. PAULSON. The entire season.

Senator DECONCINI. For the entire season? Have you reopened those?

Mr. PAULSON. Yes; we have.

Senator DECONCINI. Through concessionaires?

Mr. MUNIZ. By putting two of our more popular campgrounds in concessionaire programs we are able to spend the funds that we used to operate and to maintain the more popular areas and open them up.

Senator DECONCINI. You have that discretion to place any campground into a concessionaire program?

Mr. MUNIZ. Yes; we do.

Senator DECONCINI. And so that is one of the ways that you have been able to maintain and expand campground facilities is through concessionaire involvement?

Mr. MUNIZ. That's right.

Senator DECONCINI. What is the public reaction to that? Has there been any reaction at all?

Mr. PAULSON. The public reaction to that has been relatively mild up until now. The concessionaire is doing a reasonable good job operating campgrounds. The only real complaint we have is sometimes that the public does not have the same level of service in terms of information or that type of thing because the concessionaire is not that familiar with the forests.

Senator DECONCINI. Do you make any money with the concessionaires? Besides what you don't have to spend yourself to operate these campgrounds, does the Forest Service get a return or some income from a concessionaires?

Mr. MUNIZ. The Forest Service does not realize any income. That income is generated for the general fund and goes into the treasury.

Senator DECONCINI. But they pay something to the Government for that concession; right?

Mr. MUNIZ. Yes.

Senator DECONCINI. So there are two ways: One, you don't have to operate the facility; and two, the Government gets the money?

Mr. PAULSON. That's correct. We generate more income with the fee system than we do in concessionaires.

Senator DECONCINI. Right.

Mr. MUNIZ. Quite a bit.

Senator DECONCINI. Does the staff have any questions?

Mr. CILEK. The question that I have, is there a suggestion that concessionaires are operating the facility more efficiently and more cheaper than the Forest Service would be?

Mr. PAULSON. Well, this is our first year. We started in June so—or in May rather—so our experience is very limited. I can't tell you that is our case until the end of the year.

Senator DECONCINI. What is your experience?

Mr. MUNIZ. I tend to say the difference is not in efficiency but the fact that the funds are diverted to the problems for the concessionaire. The difference in dollar amounts expended by the Government versus the income is that the concessionaire—I think the statement was made and here by Mr. Neal Paulson that we generate more income by fees than we do in concessionaires. We suggest

if we are generating more fees, more income, from the fees that in essence when the Forest Service operates the recreation areas it's going to go more efficiently than when concessionaires operate it. The difference is in the profit that has to be filled in to create an incentive for permittees to take over concessionaire campgrounds.

Mr. CILEK. Would it be cheaper for the taxpayers to use the national forest and for you to have the resources you need to run the campgrounds directly in your budget? Is it cheaper for the taxpayer to have campgrounds by concessionaires even with the built-in profit?

Mr. LINDQUIST. It varies according to the profitability of individual campgrounds. Some campgrounds most of the capacities are used during the season and they are very profitable and, therefore, can be efficiently—relatively efficiently run. The problem that we have is campgrounds are more isolated and not visited regularly, for example, only on the weekends. And the administration in those are impossible to let out under concessionaire outfits and the profit—

Senator DECONCINI. When you enter into test concessionaire agreements, are you able to get the concessionaire sometimes to put capitol improvements in?

Mr. LINDQUIST. Yes.

Senator DECONCINI. So there is a savings there based upon what you normally would have; correct?

Mr. LINDQUIST. Correct.

Senator DECONCINI. What is the biggest problem then from the standpoint of using a concessionaire? Is it that you lose some control in the management of the area? From your point of view, is the reason you haven't used concessionaires before because you were able to manage it better yourself only because of budget constraints you have turned to concessionaires? Or is the objection of doing more with concessionaires because you would like to have a better quality management or more control of the management?

Mr. LINDQUIST. That is really not. We have found in the operation of a concession campground that they were perfectly adequate in providing the public services and meeting the public's needs. The problem that I perceive is that the public already made the capital investment and improvements, and we are renting them out at a relatively low fee. And the Government itself does not gain a return on that capital investment.

Senator DECONCINI. You mean that they would have if you had enough to run it yourself?

Mr. LINDQUIST. If we were able to issue permits. I feel that would be a very good way.

Senator DECONCINI. Yeah. If you also were able to keep the concessionaire fees that you received, it would be helpful to you. Obviously, then you would have the money and you wouldn't need so many concessionaires.

It is a commonly held view throughout Arizona that the Forest Service is really not capable of properly responding to the public's demands for recreation-related use of the national forests throughout this State.

Looking over some of the land management plans prepared by the Forest Service, I see that more emphasis is being placed on rec-

reational development. I want to applaud you gentlemen for this effort because I think it's long overdue.

In any event, certainly you are cognizant of the recreation demands and are moving to respond in that area. Judging from your budget allocation over the past 3 to 4 years, it's clear there has not been an emphasis on recreation because of a lack of funds.

Mr. Forester, what good are the management plans if you don't have the money to implement them?

Mr. MUNIZ. Congress gave us direction for the National Forest Management Act to assess the needs. So that we have been working hard since 1976 responding to that direction. The plans, the objectives, and the shifting of weight from past program emphasis as a result of redirection of the public and the management of the State and operators. Those plans are now coming to increase the recreation emphasis that we are building into those lands is recognized. There is an increase of 40 percent. We even done our part.

Senator DECONCINI. You have done your part. What you are saying is it's up to the administration or Congress to come through with the funds requested if they want these plans implemented.

Mr. MUNIZ. That's correct.

Senator DECONCINI. Fair enough.

Mr. MUNIZ. There has got to be.

Senator DECONCINI. I understand. That is what I wanted to hear. You need some money to implement the plans that we told you to go out and do; right?

Mr. MUNIZ. Right.

Senator DECONCINI. As you know, the administration proposed users fees at forest areas where no fees are presently being charged. It intends to use the fees to pay for the operation of maintenance of the national forests nationwide. The Forest Service estimates it could collect \$53 million. I think you made reference to it. Those funds will not be in addition to the current recreation management budget. On the contrary, the administration proposes to reduce the budget by an equal amount of money. Does that make sense to you, Mr. Forester?

Mr. MUNIZ. It makes sense in that the region's share of that \$53 million for operation and maintenance [O&M] is about \$1.9 million. The State of Arizona's share of that \$1.9 million is \$1.2 million. We have estimated that the O&M cost of recreation facilities here in the State of Arizona will cost about \$1.2 million.

Now, if we are able to generate through user fees \$1.2 million that can be reinvested for the operation and maintenance here in the State, then we will be matching pretty closely with the O&M means that we have.

Senator DECONCINI. Are they talking away that equal amount in the budget? Aren't they just really substituting one for the other?

Mr. MUNIZ. Yes; it will. Yes.

Senator DECONCINI. Wouldn't you be a lot better off if that \$1.2 million was coming back to be put to use here in Arizona in addition to what has been requested in the budget for you?

Mr. MUNIZ. Unquestionably.

Senator DECONCINI. I am prepared to address this sticky subject of recreation fees. Quite frankly I think the administration has to

demonstrate that the fees are going to improve the situation not just leave it like it is.

I don't mean to put you at odds with the Office of Management and Budget [OMB] and other people making these decisions, but I came to the obvious conclusion that if you had that \$1.2 million, you would have a much better situation here in responding to your needs.

Mr. MUNIZ. That's correct.

Senator DECONCINI. Do you have any idea what it will cost to collect the \$1.2 million? Have you done any analysis?

Mr. MUNIZ. There will be some startup costs, and there will be some annual costs. If we have to involve the public and do assigning of collection fees, the admission of the fees, we are going to be facing extensive startup cost. In fact, the first year startup cost plus the annual cost of administering that fee collection program is going to be greater than the \$1.2 million that we have actually collected from those fees.

Senator DECONCINI. Will that be a one-time startup?

Mr. MUNIZ. Yes.

Senator DECONCINI. What do you think that cost will be? Do you have any estimate?

Mr. MUNIZ. Senator, I have charts broken down for all of the forests in the State. I would rather make that available to you.

Senator DECONCINI. That is fine. You are saying during the first year if these fees are just substituted for appropriated funds. It's a wash. You can collect fees but you won't get anymore money for operations. It is actually going to cost you money the first year?

Mr. MUNIZ. The startup cost----

Senator DECONCINI. The first year you will incur a loss?

Mr. MUNIZ. Yes.

Senator DECONCINI. I would like you to submit what you estimate those costs would be. I realize it would be an estimate. But, it would help me very much later if you can submit that information for the record.

Mr. MUNIZ. All right.

Senator DECONCINI. The Forest Service admits if the Congress enacts legislation to institute these fees, it's ability to respond to recreation demands could be reduced.

Do you think we should be asking the American public to pay additional fees if those funds are not going to go for the public service of campgrounds and recreational areas?

Mr. MUNIZ. Senator, I don't know how to comment on that. I don't know how to respond to that.

Senator DECONCINI. I just want your personal opinion.

Mr. MUNIZ. I am hesitating because we are only estimating how much funds we can gather. If we miss that estimate grossly and the appropriations are reduced and we don't collect such funds for the administration of the program in the collecting of those fees, if we miss that 50 percent----

Senator DECONCINI. You could be worse off.

Mr. MUNIZ. It could be a terrible situation because there will not be any funds available. The public use is going to be there. We will not have the call to respond and provide the kind of service that the public is going to expect.

Senator DECONCINI. If recreation fees were charged and the Forest Service added that money to the overall O&M budget without making the reductions, can you estimate how much money Arizona forest would receive annually? Have you ever looked at that scenario?

Mr. MUNIZ. If—

Senator DECONCINI. The first year you said they wouldn't receive anything. It might even cost them money. Do you have any idea what, if you didn't have an equivalent deduction, you would receive in the following years?

Mr. MUNIZ. There would be a net increase of \$709,000 for the State of Arizona forests.

Senator DECONCINI. That obviously would be of great assistance for us here; would you agree?

Mr. MUNIZ. Yes.

Senator DECONCINI. Mr. Director, you have completed a study showing that you could make a savings if the supervisor's office at Kaibab and Prescott Forests were downgraded—maybe that is not a good word. That sounds terribly negative. In that study little consideration was given to the affect consolidation would have on the town of Williams and the city of Prescott.

Would you respond to that statement?

Mr. MUNIZ. I would like to react to the statement since more than a little consideration was given to the economic effects on the town of Williams and Prescott. We studied that extensively. I did receive recommendations from the study team to implement an alternative which would have consolidated the Kaibab and Coconino National Forest with the supervision office being located in Flagstaff.

The other part of that proposal was the consolidation of Prescott and Tonto National Forests with a supervision office for those combined forests being located in Phoenix. In that process we did analyze the adverse effect of those consolidations on the town of Williams and Prescott. I did make what I consider to be significant adjustments in both Prescott and Williams.

Senator DECONCINI. As a result of the economic effects that you thought the consolidation would have?

Mr. MUNIZ. As a result of the effect and as a result of listening to mayors of those communities and listening to our employees who identified there would be some economic effects generated by that alternative.

Senator DECONCINI. Was that taken into consideration?

Mr. MUNIZ. What I ended up doing was creating a zone office in Williams that we would staff with 30 people, so the local constituents in Williams were fearful that we were going to close the office and move everyone out.

Senator DECONCINI. How many employees are there now in the supervisor's office?

Mr. MUNIZ. I have 62.

Senator DECONCINI. So it would be about a 50-percent cut?

Mr. MUNIZ. Well, almost 15 of those 62 people live in Flagstaff and now commute from Flagstaff, 15 of the 62 are not residents in Williams, so there is going to be an effect on Williams. I did mitigate that by creating a 30-person office.

Senator DECONCINI. Versus eliminating it completely?

Mr. MUNIZ. That's correct. I made similar adjustments although not as great in Prescott and primarily because Prescott as we see it is better able to afford some of those reductions that we are facing. Regardless of what we are doing in Prescott, the Prescott area is growing at a rate near equal to the population of Williams on an annual basis. I did not go as far protecting, if you will, the staffing in Prescott as we did in Williams and primarily because of the economic effects.

Senator DECONCINI. Mr. Muniz, you said if the consolidation does not go through, Arizona forests will lose approximately 97 FTE's over the next 2 years. What assumption is that based upon?

Mr. MUNIZ. Well, the assumption, Senator, on what is happening to us budgetwise, the expression of the budget process has us reducing about 5 percent in fiscal 1986. We are anticipating another 5 percent in 1987 and another 5 percent in fiscal 1988. We are looking between now and fiscal 1988 of a 15-percent hard dollar reduction.

Senator DECONCINI. If Arizona forest can't meet their management responsibilities now with these reductions, how can you possibly hope to do so with additional staff reductions?

Mr. MUNIZ. Well, it's a matter, Senator, for the remaining—we are in that alternative of protecting the staffing at the ranger district by avoiding what we call duplicated overhead costs at the supervisor's offices. If we take or reduce the supervisor's offices and protect the ability of the district ranger organization on the grounds, then we will maintain the capability of responding to the needs, services, and production requirements at the ground level. Now, our supervisor's offices cost us in the neighborhood of somewhere between \$2 and \$3 million. That is where significant savings—

Senator DECONCINI. It comes from there?

Mr. MUNIZ [continuing]. Are coming from. If we have the opportunity of reducing what I would call duplicated overhead costs on the supervisor's office level, that would mean instead of having four administrative offices, we would have two. We can do the job.

Senator DECONCINI. You think you could provide the administrative job with staff reductions?

Mr. MUNIZ. Yes; in fact if we don't—one way of looking at it is if we maintain all of the national forests, then we are going to have to take some of the dollars which are limited to us and, in fact, invest those in supervisor's offices as well as on the ranger district. Leveling the dollars will not go as far on the grounds by maintaining all four supervisor's offices that we have. That was the whole emphasis.

Senator DECONCINI. In the case of Williams you are talking about a 50-percent reduction if you reduce employees from 62 to 45 because you have some employees living in Williams? You are talking about a one-third reduction in Williams?

Mr. MUNIZ. A 33-percent reduction.

Senator DECONCINI. And yet you are not going to reduce the actual, say, the rangers out in the forest. The reductions are going to come out of the supervisor's office. You are going to be able to maintain the staffing out in the field; is that right?

Mr. MUNIZ. In fact, we have the Williams and Challenger District and maintain the presence in Williams with those two ranger offices continuing to be located there and continuing to be protected in terms of them not taking any of the reduction.

Senator DECONCINI. The ranger district office wouldn't take the reduction, just the supervisor's office?

Mr. MUNIZ. That's correct. Under the modified alternative three, which would consolidate those four parts, two and two, and the brunt of the reduction will take place with the higher graded positions and are located in the supervisor's office.

Senator DECONCINI. How does that compare to the reduction that has taken place with the region—or will reductions take place in the regional office?

Mr. MUNIZ. I am imposing the same 5-percent, 5-percent, 5-percent reduction on the regional office as we are for the rest.

Senator DECONCINI. But you are imposing a greater than 5-percent reduction in the supervisor's office at Williams?

Mr. MUNIZ. Well, Senator, again this 15 percent, if we have 5 percent each year, that is going to be 15 percent and that is where the number comes from. If we do nothing, Andy is going to have to reduce his budget in his organization by 50 percent whether we do anything or not.

Senator DECONCINI. That is assuming you get the cut that is before us?

Mr. MUNIZ. That's correct.

Senator DECONCINI. OK. I have no further questions.

Patty, do you have any questions?

Ms. LYNCH. No.

Senator DECONCINI. Jeff.

Mr. CILEK. No.

Senator DECONCINI. OK, let me proceed on the road construction program. What affects would a reduction in road construction dollars have on the planned timber harvest in Arizona forests in 1987.

Mr. PAULSON. There would be no affect on it.

Senator DECONCINI. What is the total proposed budget for the timber road construction in Arizona in 1987? Do you have this figure offhand?

Mr. MUNIZ. I think it's about—I can say that I believe it's about \$4 million.

Senator DECONCINI. And how much for recreational roads? Can you supply that for us, too?

Mr. MUNIZ. Yes.

Senator DECONCINI. Do you think road construction budget as about \$4 million?

Mr. MUNIZ. Yes; for the total program.

Senator DECONCINI. For both of them?

Mr. MUNIZ. Yes.

Mr. Paulson. Yes.

Mr. MUNIZ. I will provide that breakdown. We have it by forest. We may have it.

Senator DECONCINI. Do you have that? OK, please provide those figures for the record.

The administration is proposing to reduce the trail construction budget by \$2.6 million in 1987. What impact do you think that will

have on plans in Arizona to construct additional trails or to maintain existing trails?

Mr. MUNIZ. In 1987?

Senator DeCONCINI. Yes, sir.

Mr. MUNIZ. We'll have to take our share of those reductions. The amount of money that we have available for trail construction and maintenance has been very, very limited.

Senator DeCONCINI. Then it's going to be lower in fiscal year 1989?

Mr. MUNIZ. Yes.

Senator DeCONCINI. Very good. Thank you very much. We appreciate your time here.

DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

STATEMENT OF HOWARD CHAPMAN, REGIONAL DIRECTOR, WESTERN REGION

ACCOMPANIED BY:

LORAIN MINTZMEYER, REGIONAL DIRECTOR, ROCKY MOUNTAIN REGION

DICK MARKS, SUPERINTENDENT, GLEN CANYON

JERRY WAGERS, ASSISTANT SUPERINTENDENT, LAKE MEAD

JOHN CLAY, SOUTHERN ARIZONA GROUP OFFICE

ED GASTELLUM, SUPERINTENDENT, PETRIFIED FOREST NATIONAL PARK

PHIL WARD, CHIEF OF RANGER ACTIVITIES, WESTERN REGION

Senator DeCONCINI. We'll have the National Park Service now. Thank you.

Howard Chapman, regional director, Western region; Loraine Mintzmeyer, regional director, Rocky Mountain; Dick Marks, superintendent, Grand Canyon; and John Lancaster, superintendent, Glen Canyon; Jerry Wagers, superintendent, Lake Mead——

Very good. Thank you for being here with us. Please proceed.

Mr. CHAPMAN. The Western region has 15 of the areas of Arizona. I do not have a prepared statement rather to consider your time in order to ask us questions. I would like to introduce those superintendents and members of my staff that are present, and then we will ask them to speak. I have with me Dick Marks, superintendent of the Grand Canyon; Jerry Wagers, who is assistant superintendent for Lake Mead; Ed Gastellum, the superintendent for the Petrified Forest National Park; Phil Ward, who is my chief of ranger activities in the Western region and can deal with those issues regarding law enforcement. And as I understand we will be on a panel tomorrow for the southern Arizona group.

Senator DeCONCINI. Would Mr. Ward be at tomorrow's hearing?

Mr. CHAPMAN. He will be there also tomorrow.

Senator DeCONCINI. That would be helpful. We have a number of questions but we can put them off until tomorrow.

Mr. CHAPMAN. We will plan to be there also. John Clay, who is the general superintendent for the southern Arizona group, and then tomorrow Harold Smith from the Organ Pipe will be with us tomorrow, although those gentlemen are present here today should

you decide to direct questions to them. I will ask Loraine Mintz-meyer to speak.

Ms. MINTZMEYER. Good morning, Senator. I am Loraine Mintz-meyer. I am regional director for the Rocky Mountain region, National Park Service. We have two areas in Arizona under our jurisdiction and a segment of Glen Canyon Recreational Area and Pipe Springs in northern Arizona. I also have not chosen to have a general statement but would like to have the opportunity for you to ask the questions that are on your minds.

But I would say that in the conversation that I have had with various groups and so on and so forth, I have been supporting vigorously the fee legislation before the Congress. And my input from the public has been very positive about that particular proposal in the event that most of the funds would return to the National Park Service areas administered by the National Park Service.

Senator DeCONCINI. Let me start with you on one of my favorite subjects.

Ms. MINTZMEYER. I would like to, however, say before you ask the question that I would like to introduce to you—I don't need to introduce him—but John Lancaster, who is the superintendent of Glen Canyon, is here today.

Senator DeCONCINI. We are glad to have you here. That guy works awful hard.

Ms. MINTZMEYER. I agree.

Senator DeCONCINI. Let me, while you are on that subject matter, start off on your perception of the public response to the user fees.

Do you think the public understands that these fees will or will not come back to the park? Is that clear to them, or do you make it clear to them when you get into those discussions with the public?

Ms. MINTZMEYER. The interesting thing is that we find, or at least I find, that the public in general is unaware that those funds do not come back to us in the first place.

Senator DeCONCINI. The public thinks those fees come back to the parks?

Ms. MINTZMEYER. When I do indicate to them that that is the case, they—and I say to them that that is why we would like to see you, the public, support this effort which will not only help the National Park Service in its administration of these valuable resources but also will help to balance the budget because, of course, we are part of that effort to try to eliminate the deficit. And as I said they have been very supportive of that particular legislation as a whole provided that the bulk of the funds returns to the National Park Service. I do explain to them that the fee legislation right now proposes that 80 percent of those fees come back to the National Park Service.

Senator DeCONCINI. Do you also explain to them they might not have any more money for the National Park Service because it might be offset by a reduction in the budget?

Ms. MINTZMEYER. I, of course, leave that particular dispensation to people like yourself.

Senator DeCONCINI. Do you think they understand that is a possibility?

Ms. MINTZMEYER. I think they understand that the budgeting process and what could be the results, and, of course, our director has been very specific about, in his explanation of fee legislation, about what can and might occur with various propositions given to Congress. We were trying to make certain the public is aware of what is going on and the ramifications of different decisions made and placed before the Congress.

Senator DECONCINI. If we approve increased entrance fees and the public says, OK, we are willing to pay higher fees because that revenue will be going back to the parks and we are going to have a better maintained park and then there is a reduction of the actual appropriations that the parks end up getting; I think the public is going to be mad as hell at all of us for putting that over even though we may have done very good on the deficit side.

Ms. MINTZMEYER. In the 1987 budget right now the proposal to return the fee collection to the National Park Service, the \$59 million would, in fact, bring us back to the existing level so that it would not be a reduction.

Senator DECONCINI. It wouldn't be a reduction; but it certainly wouldn't be an increase.

Ms. MINTZMEYER. No, sir.

Senator DECONCINI. Mr. Chapman, do you care to comment on that subject before I get into other questions? Please do.

Mr. CHAPMAN. It's not a disagreement, but I do think though that the \$14.2 million out of that \$59 million that is to be distributed to the areas, both those areas that collect fees and those areas that do not, actually is not going to make a tremendous difference as far as their operations are concerned. The major part of that \$59 million is really going for those things that have been mowed over from the appropriations operation to the fee collection. So in effect the \$14.2 million that would be distributed to 337 different areas is really going to be a very small amount.

Senator DECONCINI. Mr. Marks, can you comment? Do you have any public feedback of the proposed fee increase, or are you trying to keep that quiet up there?

Mr. MARKS. No, sir; we never keep things quiet.

Senator DECONCINI. I know.

Mr. MARKS. The public has commented perhaps more on this issue than anything else other than the major issues. This seems to come up such as that, but in their comments they do not, as I have already said, understand that the fees go to the Treasury Department because they do wish—they would be willing to pay as long as it—

Senator DECONCINI. It stays in the park?

Mr. MARKS. Surprisingly enough the great number of a \$10 limit came out and they said they don't like to think they would pay \$10 but if that is what it was, they would pay that. They talked about staging it and a workup never really saying whatever the limit may be but they volunteered. We have a form which they fill out to make a comment and some do comment. It's gratifying. It's an issue that we can go into.

Senator DECONCINI. Mr. Lancaster, do you have any comments? Do you run across any of that?

Mr. LANCASTER. Apparently as you understand we are not authorized to charge fees in addition to the legislative package that the director has proposed to Congress. We are in the background working on feedback for Glen Canyon that would allow us to charge user fees.

Senator DECONCINI. What is that?

Mr. LANCASTER. About \$5 a night on the lake. And if such a—

Senator DECONCINI. About \$5 a night?

Mr. LANCASTER. Per night.

Senator DECONCINI. How much for a day?

Mr. LANCASTER. Per night—well, per day or per night.

Senator DECONCINI. Per 12-hour or 24-hour period?

Mr. LANCASTER. This would be anybody staying an overnight period would pay on exit \$5 for that recreational use. That would include the launching, the boathouse, and so forth.

Senator DECONCINI. Per person?

Mr. LANCASTER. No; per group.

Senator DECONCINI. Per vehicle or group?

Mr. LANCASTER. Yes; and if we could charge that at Glen Canyon it would get the money back. It would certainly help us with the deficit.

Senator DECONCINI. Do you have any idea what that would amount to?

Mr. LANCASTER. We feel \$3 million.

Senator DECONCINI. A year?

Mr. LANCASTER. A year.

Senator DECONCINI. My goodness sakes, that would help you, wouldn't it?

Mr. LANCASTER. Significantly.

Senator DECONCINI. Mr. Chapman, let me ask you: Are you aware of any facility, service, or hours of operation that have been curtailed or eliminated in the last 4 to 5 years as a result of these budget constraints that the Park Service has gone through?

Mr. CHAPMAN. There have been some. In terms of the Grand Canyon, the campground that's on the south rim was turned over for operation by the concessionaires during the winter period on an agreement that in effect the campground would operate similar to the campground that we had. We were able to close down and make a savings of a small amount. In terms of closing down or reducing hours, there has probably been some reduction in some hours of this facility. However, in the Gramm-Rudman cuts this year, it was a direction to us in our attempt throughout the region to ensure that all visitor facilities dealing with interpretation, all activities relating to resource management did not receive cuts. Where we had to make up the difference however was to take that money out of our maintenance programs and out of our repair and rehabilitation programs so that in effect the 4.3 percent and additional cuts which actually totaled to about 6.6 percent to each area. The real cut was made against maintenance facilities and the upkeep of the facilities. We recognize that we cannot continue to do that sort of thing to protect the time and the money that goes into interpretation of resource management.

Senator DECONCINI. Speaking of the Grand Canyon, what did you have to cut there?

Mr. MARKS. We are able to take those cuts through administration positions. The administrative office is an example. We transferred the regional office manager. That job has been vacant and filled jointly by deputy superintendents. We have also lands the position that need view. In the process Lake Mead has agreed to continue that service seasonal at that location as opposed to permanent condition. We have consolidated jobs, and we will eventually perhaps fill that position. We have not cut out services. The desk runs the same. They are the same.

Senator DECONCINI. Same hours?

Mr. MARKS. Yes; it slows down the process, the maintenance of the facility.

Senator DECONCINI. What about with the maintenance, are you going to have to put some of that off?

Mr. MARKS. We have been fortunately through your good graces—we have taken care of larger facility problems such as the water line, et cetera. We also received this year \$240,000 to put into the housing source conditions use. We have begun to renovate some of those structures.

Senator DECONCINI. What is your biggest need today in the Grand Canyon Park in your judgment; one or two single things?

Mr. MARKS. We are continuing the water line process which is obviously the largest that is now closing phase one. Phase 2 will begin this next year. And we will finish that water line process. We are beginning next year to work on the Southern Entry Program.

Senator DECONCINI. The south entrance road?

Mr. MARKS. Yes; the road through the village and make that a washboard road or something.

Senator DECONCINI. Do you have any opinion on that?

Mr. MARKS. It's in the budget in 1987.

Senator DECONCINI. That comes from the Federal highway?

Mr. MARKS. I am told that's correct. And I think the finish that would be done halfway perhaps would be done in 1980. Housing is a concern obviously.

Senator DECONCINI. What is the total amount of dollars needed for housing in your judgment?

Mr. MARKS. We have estimated to replace the structures which we now have, that would be \$4.8 million. We currently have a total of 230 housing units, and we have a total of—excuse me—a total of 325 FTE's. That is throughout the entire year. There isn't much extra space.

Senator DECONCINI. Not a whole lot of alternative housing out there.

Mr. MARKS. No; we would like to use other agencies, the Volunteer Program, and by and large find as the volunteers are those employees who are off duty that stay and work with somebody else because we don't have housing where other folks from this area can come up and use them.

Senator DECONCINI. There is no place for volunteers to stay?

Mr. MARKS. Yes.

Senator DECONCINI. Thank you.

As you know Arizona parks are spread over three regions of national park forest: the Western region, Rocky Mountain region, and Southwest region. I think for the public it has become very confus-

ing. For me it's very confusing. I know for my office it's difficult sometimes to sustain a relationship, and I wanted to thank you for that constant effort of working with us in this area.

If there was an effort to bring Arizona parks under one region, which do you think it should be? Which region could best respond to the common values of our State?

Mr. Chapman, do you want to start off? We will give you equal time.

Mr. CHAPMAN. I think you are probably figuring that the obvious answer is going to be the Western region. I would say that is not correct. I say that only because historically——

Senator DeCONCINI. Well, nice try.

Mr. CHAPMAN [continuing]. But historically in the earlier organization of the National Park Service, Arizona and New Mexico were together in one regional office out of San Francisco. And during a particular time in the 1987 budget when there was consideration given toward the closure of the Seattle office there would have been a redistribution. There was a point made at that time that Arizona would shift back to the Southwest region. And I would say from a cultural standpoint as much as anything, not only cultural but climate and other things of a similar nature from the standpoint of things that we manage, it probably does make sense for Arizona, New Mexico, and in that area possibly to be together. I would defer however to my regional director to see if she would agree or disagree.

Ms. MINTZMEYER. There is an interesting thing for us too, Senator.

Senator DeCONCINI. I am sure it is.

Ms. MINTZMEYER. I would agree with Mr. Chapman regarding the bulk of the area in Arizona. However, with the Senator's indulgence I would like to say that the two national park areas that are in Arizona that are under our supervision are the Rocky Mountain region and Glen Canyon and are really more closely aligned with Utah than they are with Arizona. As you perhaps know some of the land base for Glen Canyon is actually in the State of Utah. And so business is just much more closely aligned with that particular State.

Also in the case of Pipe Springs, which is wholly within Arizona, it has been managed and designed for several years because of its close proximity to that area and also because it's very closely aligned with Kanab and other areas in that Utah area economically, socially, and they do a great deal of business with that particular part of Utah as opposed to the rest of Arizona. So I would say that the two areas that I administered ought to go with the region, whichever region administers the State of Utah.

Senator DeCONCINI. You would agree with Mr. Chapman except for that qualifying caveat for that particular area?

Ms. MINTZMEYER. That's correct.

Senator DeCONCINI. Have any of you thought or given consideration that there might be a savings associated with such a change or might it cost more?

Mr. CHAPMAN. I experienced the transfer of Arizona to the Western region in 1972 when there was the attempt to bring the Federal regions all to a similar boundary. And at that time the Western

region received two FTE's and about \$4,000 to \$5,000. That transfer in effect cost us money in terms of dealing with that transfer.

Senator DECONCINI. One-time money?

Mr. CHAPMAN. One-time money, that's right. Frankly I feel that the transfer back and forth does not save us any money. I think that when we say that we are going to consolidate or move this, let's say, this State to another region, what you lose is the knowledge that the regional people have of those programs, the understanding that the parks have in relating to that region. Those things you can't put a quantification on them in dollars but you certainly can in terms of the efficiency over the time that it takes to get adjusted to a new climate, a new organizational pattern which exist even though this is one system, one unit, one service.

Senator DECONCINI. Mr. Marks, I don't want to put you in a bad spot.

Do you have any comments on what your personal opinion is as to whether or not there would be savings or whether it's a good idea?

Mr. MARKS. I think the important thing that John Lancaster to my north and Jerry Wagers to the south, we have ourselves worked together so that we have an agreement to manage the Kaibab or Colorado plateau. And as the water comes down, the water is managed so there is cooperation between both of the two parks. So we don't—I don't from my standpoint see any value dealing from a land management standpoint wherever it may be. We cooperate between the three.

Senator DECONCINI. What you are saying is it doesn't make any difference to you. Whenever those decisions are made, you will operate?

Mr. MARKS. Yes.

Mr. LANCASTER. I haven't any preference either. As my regional director said, I really couldn't take Glen Canyon without taking southern Utah. I would agree with her.

Senator DECONCINI. Thank you. Let me ask you what impact do you believe a 10-percent budget reduction would mean for Arizona parks?

What activities have you calculated, if any, that might have to be reduced or eliminated?

Mr. CHAPMAN. About 1 year ago we analyzed the possibility of a 5-percent cut a year for 3 years. We went to all of our superintendents and said, all right, if you were to take a 15-percent cut how would you deal with supplies and the material things of that time?

Mr. CHAPMAN. Just as you heard Dick Marks testify, I believe there is an administrative office vacant in the Grand Canyon.

Of all the positions probably the superintendent depends upon on his own administrative staff is that of administrative officer to keep him out of trouble, not in the terms as we frequently say, keep him out of jail. It's to keep him out of problem things that occur in personnel, finance, and things that are common.

That kind of a 10- or 15-percent cut frankly would have devastating effects as far as any area within the system is concerned. It will affect us not only in terms of administrative. It will affect us in terms of interpretation, the kind of protection that we have to give the visitors, the kind of management and protection to give

the resources and certainly what we would be able to do in terms of maintenance.

Senator DECONCINI. Do you foresee any closures of any parks in 1987 or 1988—

Mr. CHAPMAN. I recognize—

Senator DECONCINI [continuing]. From what you see coming right now.

Mr. CHAPMAN. Our director has indicated that if we take additional cuts in 1988 we may have to close areas. I think there is going to have to be a review of the proposal, whether it's a closure of an area for an extended period of time or a similar situation that we faced about 1968 or 1969 when we closed areas 2 days a week.

But there might be a possibility that if these cuts were to come about, instead of saying that we would close down areas completely because there is going to be costs associated with utility protection, things of that kind of investment there, so we can't wipe out the cost of the area. It might mean we would close areas 1 or 2 days a week; that is one of the possibilities.

Senator DECONCINI. Ms. Mintzmeier, you have been credited with having some great abilities and willingness to respond to some of the needs in your area that have arisen.

What if you don't get these user fees? The problems up at Glen Canyon in my judgment are really severe. Mr. Lancaster has done everything that he can do. Do you have a plan for Glen Canyon short of getting these fees and having more money available?

Ms. MINTZMEYER. Senator, we have the joint problem of no generation of fees plus also another concern that we would have and experience in Glen Canyon is that the \$600,000 that you and the Congress generously added on, it was one time. If we look in 1987 to know the reimbursement of that continuing \$600,000 plus also some other cuts that Glen Canyon would have to take if, in fact, we went into an overall reduction as a result of Gramm-Rudman.

Just in the case of the \$600,000 alone, which provided 11 permanent in 5 work years of seasonal, you can already see the effect of that plus we would have to reduce even more depending upon the percentage that Congress saw fit to transfer to us as a result of Gramm-Rudman.

Senator DECONCINI. If you kept the \$600,000, what do you think?

Ms. MINTZMEYER. We did not at Glen Canyon, as a result of the \$600,000, feel the severe impact of Gramm-Rudman because we got that \$600,000 which allowed us to operate dangling roads and once again have Presence [phonetic] and Escalante and the San Juan River. This has a great deal of use, so if we did not get the \$600,000 we would have to pull those people out. There would be definite effects on this particular operation. We started out, and we are in the record I know with you, that Glen Canyon itself before the \$600,000 was in a 1.8-deficit situation. So if we got part of the way there with the \$600,000, I think you can figure out what would happen if we did not have this and took more of a cut.

Senator DECONCINI. Let me turn to Jeff.

Jeff, you have a question.

Mr. CILEK. Back to fees of the total to be collected in 1987, how much would come from Arizona parks?

Mr. LANCASTER. It really would have to be a broad guess. We really should look at that and give you an idea for the record. I think by going back and determining how much we are collecting now and any percentage increase, we could give you a fairly good estimate.

Mr. CILEK. Also include of the \$14.2 million to be distributed back to the parks, how much would go to Arizona parks.

Mr. LANCASTER. All right. Of the—right now the percentage that they are working on, as I understand it, is still being determined. But they are working at a percentage that we hope that the areas that are collecting the fees will have and a different percentage would go to those not collecting the fees based upon their budget. I think we can get that information.

Senator DECONCINI. Can you also supply if it isn't too much of a burden for you what you think it would cost to collect those?

Mr. LANCASTER. Yes; in fact, in the projections for the \$59 million there is \$6.1 million that is a fee collection activity. Then in the additional fee collection for this new program, it would be an additional \$5 million. So there is out of that total of \$59 million, there is going to be a little over \$11 million of that for fee collection itself.

Senator DECONCINI. Is that one time or constant?

Mr. LANCASTER. That would be recurring costs. These are costs only in operation not in facilities that might be necessary to build in some areas.

Senator DECONCINI. Mr. Marks, I want to talk about for a minute the air situation in the Grand Canyon, the airplane situation. I understand there is an ongoing investigation. Has the crash affected visitation at all?

Mr. MARKS. From what I understand from observation and talking to some of the local air operators, some days it would and the next day it would be as much traffic as before. I think we are finding that the number of people who come in from Las Vegas via those tours has not changed.

Senator DECONCINI. What is the status of park environmental assessment?

Mr. MARKS. We were in this building 2 weeks ago taking comments from the public and also are receiving about 30 to 50 letters a day from the public. And we probably have about 1,000 comments in already from the public which we will analyze for a period which will end July 31. I will then take that recommendation to Mr. Chapman. He and I will meet the Director of the Park Service on the August 28 and give him the benefit of this.

Senator DECONCINI. You undoubtedly are aware of recent efforts in Congress to stop all over flights below the rim.

How do you feel about the restriction? What effect would it have on this environmental assessment that you have been going through over the last many months?

Mr. MARKS. Of the six alternatives still in the realm of discussion, five of those would have within it in essence no flights below the rim. One would be a 2,000 ceiling obviously which would interfere with flights and obviously they build up from that point and go out. The impact relative to the plan has been provided for us.

Senator DECONCINI. Is there consideration under your plan—I have not seen it—of separating the helicopters from the fixed-wing airplanes as to the area they would fly over?

Mr. MARKS. Our proposal as an alternative would not separate or recognize the difference between rotary and fixed-wing aircraft. It would set limitations in terms of flight areas and in terms of the height they can fly over certain areas.

Senator DECONCINI. Is that worth any consideration as to having some areas set aside where only helicopters would be, or was that considered and disregarded?

Mr. MARKS. That was considered as an alternate. It was disregarded on the basis of what the public said in the first series of comments back in October of last year.

Senator DECONCINI. There is now, in my understanding, no pattern of how the planes or helicopters descend if they want to go into the canyon or over the canyon. There is no flight plan.

Mr. MARKS. Each company has an itinerary of locations they fly. Obviously the further flights in time, the higher fee character. It's a matter of CBC communications on radio channels.

Senator DECONCINI. Is that is all there is.

Mr. MARKS. That is all there is. There is not any radar. Radar does not detect anything below the rim.

Senator DECONCINI. Do you know why there has never been a flight pattern established? If you enter the canyon from the east side of the canyon then you fly at a certain direction or something like that. It just seems like everybody takes off and they go to certain spots and come back. There is no pattern. Unless there is visual contact or radio contact.

Mr. MARKS. They have a pattern only in the sense of the route they fly.

Senator DECONCINI. Just their own single route?

Mr. MARKS. Each company is aware of those routes. By and large they cover the same attraction sites which is one controversy.

Senator DECONCINI. Do those companies interchange these flight plans at all?

Mr. MARKS. Yes; they are known amongst companies both in terms of—

Senator DECONCINI. Where one is flying and where the other one is flying?

Mr. MARKS. Yes.

Senator DECONCINI. OK. Do you have any other questions you want to ask?

Mr. CILEK. No.

Senator DECONCINI. OK. Thank you very much. It has been very helpful. We do have other written questions.

We thank you for being here very much. We appreciate that.

STATE AGENCY PANEL

STATEMENTS OF:

GERALD SMITH, DEPUTY DIRECTOR, STATE LAND DEPARTMENT

BERN SHANKS, LIAISON OFFICER, ARIZONA STATE PARKS DEPARTMENT

FRED BANKER, COMMISSIONER, ARIZONA GAME AND FISH COMMISSION

FRANCES WERNER, REPRESENTATIVE FROM THE ARIZONA GAME AND FISH COMMISSION

Senator DeCONCINI. Our next panel will be the State agency panel: Gerald Smith, the deputy director for the State land department; Bern Shanks, liaison officer, Arizona State Parks Department; and Frances Werner, Commissioner, Arizona Game and Fish Commission.

If you all would come forward, please.

Any statements that you have will be placed in the record.

Mr. SHANKS. I am Bern Shanks, liaison officer, Arizona State parks.

Senator DeCONCINI. Bern, is there anyone else here from the tourism office or game and fish?

Mr. SHANKS. Frances Werner is here, and we will ask her to come up here.

Senator DeCONCINI. Please go ahead.

Mr. SHANKS. Senator DeConcini, I believe you have a copy of my testimony. I wouldn't bother to read that. I will just summarize some of the concerns that I have.

I might start with a little background. I think I am fairly unique on the State side of the panel today having worked for the National Park Service, the Forest Service, and Bureau of Land Management. In fact, I have worked in four National Park Service areas in Arizona. To date I have administered the Land and Water Conservation Fund, the federally funded recreation program plus two State recreation development funding programs. I am also the author of a book on Federal lands and a number of professional and scientific articles.

I think to put the public lands in prospective, I would like to remind everyone that the Federal lands are a great heritage not only to Arizona but to the Nation. They are a tremendous trust that we have for the future. They are also, according to many economic studies a magnet for Arizona's new residents, a source of psychological, emotional, and physical relief from the cities of the State. We also must be reminded that the Arizona economy has changed from a ranching, mining, and logging economy to one of manufacturing and tourism.

From what I see of Federal land management today, the Federal agencies have not changed their priorities. They have not responded to tremendous social economic changes in Arizona. Tourism today is a \$5 billion a year industry in this State, an industry that is closely linked to the public lands. There is only one other State in the country, California, that has a year-round tourist industry like Arizona. Yet we see in our Federal plans and Federal management that the Feds do not recognize that tourism is a year-round industry in Arizona.

Oak Creek Canyon has a moderate climate. It's a wonderful place to recreate many months of the year. Certainly in the spring and fall are some of the best times of the year, and yet Oak Creek Canyon's campgrounds are closed except from Memorial Day to Labor Day. I recently completed a research paper on five forest management plans. I think it illustrates the problem. Some of the details of that paper are in my comments.

I would like to point out that the Forest Service, according to their own information, spends about 30 cents for every visitor under the Forest Service plans in Arizona. In contrast they spend over \$30 for every cow that grazes on Forest Service land in Arizona. The public demand, according to their own plans and records, for camping, recreation, wildlife, even firewood will not be met in the future. In many cases is not being met today. There are long term and serious impacts. I think we must be reminded that the most important product from the Federal lands is first water, not timber not mining, not grazing, but water. The second most important thing is certainly recreation.

Yet the range lands, according to their own plans and records, are overgrazed and overstocked. The forest plans recommend a 40-percent increase in logging, and mining is virtually free and unregulated on those lands. I think we need plans and programs from the Federal agencies that recognize these changes in Arizona and recognize the importance that these lands have in the State economy and the priorities of water, wildlife, and for recreation. We must have plans that are cost effective and efficient. We must have plans that benefit most of the people instead of a narrow spectrum of society.

For example, where several million dollars will be spent building hundreds of miles of roads which impact wildlife and watershed resources, the average forest plan proposed only 5 miles of trail construction per plan. Some of the trails according to the Prescott Forest plan will be maintained only once every 50 years. If I may be somewhat facetious there may have been better trails in Arizona when the Anasazis were here.

We need simple plans. The Governor's office tried to make a detailed and professional comment on a forest service plan, and it was forced to hire an out-of-State consultant to decipher the very complicated computerized plan modeling that the Forest Service used. I think if the Governor's office and professionals in the State agency have to go to that sort of technical assistance, the residents of the State are not being served by simple, easy to read plans which are responsive to the cause.

With that I will conclude, and I would like to answer any questions you might have.

Senator DECONCINI. Mrs. Werner.

Ms. WERNER. My name is Frances Werner. I am a representative from the Arizona Game and Fish Commission. The statement we have submitted was approved by the Game and Fish Commission last Friday at their public meeting in Prescott.

Senator DECONCINI. It will be made part of the record.

Ms. WERNER. On behalf of the commission and the Department I would like to express our appreciation to you and your panel members for holding hearings here in Arizona.

The Game and Fish Commission is responsible for the management of all wildlife in the State. We have to depend upon the land management agencies to manage the lands for the habitat and conversely to protect the species which we are charged to manage.

We would like to suggest that it's extremely important to provide the dollars to the land management agencies to monitor those plans which have been put into operation under their planning processes. The dollars for the inventory and monitoring are necessary to see that the plans really accomplish that which they set out to do.

In some cases conservation organizations have gone to court on the basis of the inadequacy, be it inventory or the monitoring. And we are of the opinion it's much better to put the dollars in ahead of time than to have the court decree that which must be done. Many times it's almost impossible for the agency to do that which the court decrees with the limited budgets that they have.

We would also like to suggest that it's important to fund section 6 of the Endangered Species Act. You know that is a cooperative venture between the State and the Federal Government to do the inventory of the threatened and endangered species. The baseline data for survival requirements must be known if the habitat is to be protected as provided for in law. The funds are provided by sportsmen dollars. They are an excise tax on all sporting goods and equipment. We would hope that these would not be subject to the Gramm-Rudman reduction because they are sportsmen's dollars which come back and provide our management dollars here in the State. The sportsmen in essence provided all of the dollars for the wildlife.

We would like to take this opportunity to commend the Bureau of Land Management for their actions in putting together the San Pedro properties that will be a Riparian Conservation Area. And we would suggest they have done a really outstanding job with their public efforts to involve people from a number of different user groups, governmental entities, the universities, and conservation groups in their planning process. The one thing they are missing right now to get that plan done in the next 18 to 20 months is the money. As you know perhaps a supplemental appropriations would be appropriate.

Ongoing issues are ORV abuse and who is going to provide the law enforcement and rehabilitation, the access to public lands, the acquisition of new lands. With the population growth in the sun-belt States, habitat damage caused by all-terrain vehicles, ORV's, is increasing. The land managing agencies have little enforcement capability to cope with this activity. We don't have many in Arizona but other States do. We benefit from the fish and wildlife law enforcement efforts throughout in the whole State of Arizona. It's not enough just with the border patrol with the illegal activities in wildlife.

I would be happy to answer any questions if I can.

Senator DECONCINI. Thank you very much, Ms. Werner.

Mr. Smith, thank you for being with us.

Mr. SMITH. I am sorry to be late.

Senator DECONCINI. I understand the time restraints here.

Do you have a prepared statement? We will put it into the record.

Mr. SMITH. I would like to summarize it and will answer any questions.

Senator DECONCINI. Fine.

Mr. SMITH. Mr. Chairman, members of the committee, I do have a prepared statement for Robert K. Lane who is out of State. I am Gary Smith, the deputy State land commissioner. I would be happy to summarize the statement for you.

We appreciate the opportunity to testify today on the various aspects of Federal Land Management Agency budgets that we feel are critical to several programs we administer at the State land department.

The land department, like many land management agencies in the western States, manages millions of acres of trust land, lands granted the State of Arizona in its Statehood Enabling Act. These lands are not public lands in a classic sense of the word, but are, in fact, owned by certain beneficiaries—the largest beneficiary in Arizona being the common schools of Arizona. The department is charged to by Federal and State law administer them for revenue production.

As you might expect, the department's administration of its responsibilities requires constant interface with our Federal sister agencies in the managing of public lands in Arizona which has been an important task. We would like to confine our remarks today to several key programs that have been enormously successful in Arizona. Ones that we feel should continue to receive high priority in the Federal budgeting process.

I want to discuss with you the progress that we are making in a land exchange program between the State land department and Federal land managing agencies in Arizona and to make a plea for adequate funding for the Bureau of Land Management, Fish and Wildlife Service, National Park Service, and Forest Service to enable them to complete the exchange program with the State; to ask for increased funding for cultural resource protection, and camping facilities on Federal lands; and to ask for the continuation of the Forest Service's State and Private Forestry Program which funds the wildfire suppression on State and private lands throughout Arizona.

In 1984, the Arizona Legislature authorized funding for an accelerated program for the State land department to work with the Federal land managing agencies to do land exchanges. The purpose being to move State trust lands out of the national parks and monuments and recreation areas, wildlife refuges, national forests, wilderness areas, and other areas where Federal land management programs restrict use and development of the State land or where special natural resource values should be protected and managed in Federal ownership; and to consolidate Federal ownership of lands with multiple use and special resource values that should be managed and protected in public ownership. Reducing intermingled and checkerboard ownerships is another important goal. All of these exchanges enable the State land department to acquire lands with greater income potential for the school and other trust funds.

Presently we are working with the various Federal agencies and are in the process of exchange programs that will rearrange at least 1.25 million acres of State lands and Federal lands throughout the State.

They will do several things: Convey to the Bureau of Land Management blocks of State lands that have significant wilderness, wildlife habitat, riparian, and park values, including such areas as Aravaipa Canyon, Mule Shoe Ranch, Burro Creek, Peoples Canyon, Black Mountain, and Tortolita Mountains.

We will transfer 33,000 acres of State lands out of all of the Bureau of Land Management administered wilderness areas and wilderness study areas in Arizona.

The program will create an almost solid block of Federal multiple use lands in the Arizona Strip consisting of some 160,000 acres.

The program will create large blocks of Federal lands in the western Arizona deserts and mountains to preserve scenic and recreational resources by transferring nearly a quarter of a million acres of State land out of these areas.

Just as important is the program to block up Federal and State lands in the upper Gila River and San Simon drainages in southeastern Arizona.

In smaller exchanges, but no less important to the State, are those involving some 16,500 acres of State timbered lands in the Flagstaff area which would be exchanged out-of-State ownership into U.S. Forest Service management.

The transfer of 100,000 acres of State lands and mineral rights out of seven national wildlife refuges in Arizona will facilitate wildlife habitat preservation by the Fish and Wildlife Service.

The transfer of 6,500 acres of State lands out of the National Park System in Arizona will enable the National Park Service to preserve and protect the values for which the Grand Canyon National Park, the Saguaro and Organ Pipe National Monuments and the Lake Mead National Recreation Area were established.

In return: The State trust will acquire Federal lands with greater potential for development and income to the trust in such areas as the Butler Valley underground water storage project in La Paz County, the Black Canyon corridor north of Phoenix, the Central Arizona Project Canal/I-10 Corridor west of Phoenix, various locations along the Colorado River, and smaller parcels near expanding cities and towns throughout the State.

These exchanges are consistent with the land planning and environmental assessment decisions of the Federal agencies and have received extensive public review. There is widespread support from conservation groups, land users, and local governments. There has been little or no objection or controversy to the exchange proposals.

We believe that this is the largest, the most environmentally oriented exchange program in the Nation. In the past year, we have exchanged 350,000 acres of State and Federal lands, and another 900,000 acres are under study, and the exchanges of most of this acreage can be completed in the next 3 years.

Most important for the purpose of this hearing: These major land transactions do not involve the outlay of any cash moneys for land acquisition. The only funds needed are for administrative and personnel costs of small groups of Federal employees and several

Bureau of Land Management, National Park Service, Fish and Wildlife Service, and Forest Service offices that prepare the land reports, environmental analyses, classifications, appraisals, and title documents that make these exchanges happen.

We also want to acknowledge the importance of the Federal Land Agencies Ongoing Exchange Program with private landowners. The Bureau of Land Management has been particularly effective in this area, and funding for these programs need to be maintained.

Destruction of archaeological resources on Federal and State lands is increasing at an alarming rate in our State. We have asked the Arizona Legislature for funding to increase the State land department's capability to deal with these problems, and we ask the committee to increase funding of the Federal law enforcement function in this area.

The Governor's task force on recreation on public lands has just completed a study of recreational needs in the State. One of the most important conclusions was the need for more campsites on Federal lands within easy driving distance from the major metropolitan areas in the State. There is a cry for increased recreation campsite facilities. Several have been closed in the State. We urge this committee to work toward having those that have been closed reopened and having those Federal lands closer to our urban areas to be opened and developed for recreational campsite purposes.

The final area that I would like to address is the State and private forestry [S&PF], portion of the Forest Service budget. Arizona is responsible for maintaining wildfire protection on about 58 million acres of State and private land in the State.

Since 1981, the national State and private forestry budget has been cut by 20 percent—from \$71 to \$48 million. This current level funding by the way represents only 3 percent of the Forest Service budget. However, that 3 percent is very important to the State.

The small amount invested through cooperative fire suppression reaps enormous savings not only for the Park Service but for the people in the State. It is estimated that the Forest Service saved \$160 million during 1985's disastrous fire in Arizona alone. This doesn't include the estimated \$100 million in property that would have been destroyed had it not been for the funding made available for the State and local fire protection.

Finally, the Federal Excess Personal Property Program [FEPP], is responsible for putting and keeping rural fire departments in business by allowing them to acquire refitted fire equipment from the Federal Government they would otherwise be unable to afford. While this is not a large budget item, it's one very important in Arizona.

In Arizona, many of our rural communities with little or no fire protection capability can depend on this equipment. The 120 rural fire departments throughout the State equipped and trained by the State with the assistance of Federal funding has allowed the State to and the rural fire departments to fight approximately 4,000 wildfires a year across the State.

And in summary, we are fearful that proposed budget cuts in these programs will have severe adverse impacts on the State land

department's and rural fire department's ability to respond to range wildfires.

The other areas that I have touched on such as the land exchange area I will be happy to answer any questions that you might have.

Senator DeCONCINI. Mr. Smith, thank you very much. We appreciate the State land department's participation—particularly with the working arrangement that you have with BLM as Ms. Werner pointed it out. I compliment the BLM, the director, and people here in Arizona for working together with the various exchanges that have been going on for the last couple of years. The State land department has certainly had a great deal to do with that. We take our hats up off to you.

Can you give us an update, a status on the Pittsburgh Point Exchange (phonetic). Are there any big obstacles for completing this exchange?

Mr. SMITH. The obstacle that I see before us—I have talked to Mr. Glen Collin who is on our staff. The State and the Bureau of Land Management have worked very hard and very diligently to put that exchange in place. We are at the mercy of the courts awaiting the outcome of the litigation.

Senator DeCONCINI. When was that suit filed?

Mr. SMITH. That suit I believe was filed—I would have to ask. I believe 14 months ago.

Senator DeCONCINI. Sometime ago?

Mr. SMITH. Yes, sir.

Senator DeCONCINI. Do you see a time restraint here from the State's point of view, where the exchange could crumble or fall apart?

Mr. SMITH. We believe that time is of the essence. We need to move on this exchange at the earliest possible time. We have all of the intricate pieces of the puzzle together, and we are held together at this point I think on good faith. However, time is not going to be something that is going to be favorable. There are interests in that area. Any relief that could be provided would obviously be appreciated. We feel that that is one of the most significant land exchanges in our program.

Senator DeCONCINI. Thank you.

Ms. Werner, as you know the administration has proposed the elimination of section 6 grants to States for endangered species. They justify this action by saying that the State will accept and continue the responsibilities without the Federal funds.

Will Arizona continue this program and pick up the slack if the Federal moneys are eliminated?

Ms. WERNER. Mr. Chairman, at the present time we have no source of money to do that. We started income tax checkoff to provide funding for nongame several years ago. However, there was another one passed by the legislature in the subsequent year. The revenues from that have decreased so that this year, the tax year just finishing, we received approximately \$250,000. Unfortunately our budget is such that we have no readily available source of money to do that. We have done what we could, but with the increasing number of Federal projects, the increasing number of species that are proposed for listing, we just don't have the dollars.

Senator DECONCINI. What is the amount that Arizona received in 1985 or 1984? Do you know?

Ms. WERNER. Under section 6; we did not sign—the agreement was not finalized until last fall.

Senator DECONCINI. Until last fall?

Ms. WERNER. Through your good efforts it was finally accomplished. I believe we have received about \$90,000.

Senator DECONCINI. How much? Ninety?

Ms. WERNER. About \$90,000.

Senator DECONCINI. So if this program were ceased, you would have to avail yourselves of trying to go to the legislature for funding to make up for the shortfall?

Ms. WERNER. And, Mr. Chairman, we have never received any general funds from the legislature.

Senator DECONCINI. That would be a first?

Ms. WERNER. Yes; it would be.

Senator DECONCINI. All of your operating funds now stem from license fees?

Ms. WERNER. We are funded from our license fees and from PR/DJ moneys that come back which are sportsmen dollars and basically the \$250,000 from the nongame tax checkoff. We do receive a small amount of money through contracts from the Bureau of Reclamation doing the central Arizona project [CAP] route wildlife study and a small amount from the Navajo Nation from doing a study up there.

Senator DECONCINI. That is for a specific project?

Ms. WERNER. The legislature you may recall in the late sixties did a one-time only \$1 million appropriation for lake construction.

Senator DECONCINI. But your funds are probably on the rise, however? Is that true, with the increased licensing and population growth here?

Ms. WERNER. The fishing license moneys, yes; the hunting licenses are pretty stable. And we really appreciate the dollars which are allowing us to have our hatcheries.

Senator DECONCINI. You mentioned the damage to the public lands as a result of off-road vehicle use.

Do you think one or all of the public agencies should have the educational program in this area, if so what should it consist of?

Ms. WERNER. I believe it has to be multifaceted. I have felt for a long time it should start in the junior high schools before the students get a driver's license. I think one thing that would help tremendously is to stop the car advertising that show the vehicles going over hill and dale. The national cattle growers I understand are working with the manufacturers in an attempt to stop that kind of advertising. I think it has to be an effort through the school system and through the Federal agencies; everyone needs to get involved.

Senator DECONCINI. Thank you.

Mr. Shanks, your document how the Federal land management agencies have ignored recreation, wildlife, soil, and water management needs on Arizona forests. Do you believe these directives to ignore these activities are coming from Washington?

Is it a lack of understanding? How do you perceive it?

Mr. SHANKS. I would perceive it coming from Washington in the Office of Management and Budget. The people that I know in the field know the problems. They are top quality professionals. And I think they are very frustrated. I think if they were free to be totally candid today they would be telling you somewhat a different story.

Senator DECONCINI. Well, I thought the individuals from the agencies here today were fairly candid to tell you the truth. They indicated they needed more money and have taken severe cuts, and that if we put in the user fees and the funds didn't come back to the areas as increased money they weren't going to be able to use it. I was pleasantly surprised because I know they have a chain of command there. I have also talked to some of them personally. I think considering who they work for, it was very revealing.

Mr. SHANKS. I would agree, too, Senator. Part of that is your background as a prosecutor.

Senator DECONCINI. Thank you.

You know, I want to ask you one last question, Mr. Shanks. Do you feel that it's incompatible for commodity users such as timber and grazing to coexist on recreational areas? Do you believe that is doable?

Mr. SHANKS. I certainly believe they are compatible. I think the problem is one of priority and where the dollars are going. I think we all recognize that we are not going to get a lot of new dollars for public land management. There is too much competition with the defense budget and elsewhere. But to me it's a matter of priority. To be stuck back several decades ago when the States and most of the Western States were very, very traditional, and the emphasis remained partly out of tradition, partly out of the effectiveness of the lobby and the quality of interest where they are getting more than their fair share of dollars and resources.

Senator DECONCINI. When you say more of their fair share, you mean more of the fair share for the managing of those lands?

Mr. SHANKS. That's correct, and the investment. If you look at the Forest Service and BLM plans; for example, the investments don't make any economic sense. To put \$1 into ranges, \$1 into timber and other commodity resources—these uses often get less than \$1 back.

If you put the Federal dollar into wildlife or recreation, you get several dollars back, and that dollar tends to go into the small towns of Arizona and has what economists call a high multiplier. It goes into the small business sector: The gas station, the mom and pop restaurant, the store, the small store not a chain. And it stays in these small rural towns of Arizona. And the Federal Government—the Federal agencies do not get that short of economic return from the commodities, so the economics is not there.

Senator DECONCINI. You don't think the commodity interest, the jobs they provide, and the payrolls, and all of that, and the supplies that they buy, whether its office supplies or gasoline or something, doesn't have that same effect?

Mr. SHANKS. It's much less efficient, and there are a number of economic studies that demonstrate that in the case of livestock; for example, you get really pennies back on the dollar for that Federal dollar invested. In recreation, if you put it into a campground and put it into a park, you get several dollars back. And it's a matter of economic efficiency.

Senator DECONCINI. Thank you very much.

BUSINESS PANEL

STATEMENTS OF:

JIM MATSON, VICE PRESIDENT, KAIBAB INDUSTRIES AND KAIBAB FOREST PRODUCTS CO.

MICHAEL RAPPOPORT, ASSISTANT GENERAL MANAGER, GOVERNMENTAL AFFAIRS, SALT RIVER PROJECT

TERRY D. HUDGINS, PUBLIC AFFAIRS REPRESENTATIVE, ARIZONA PUBLIC SERVICE CO.

Senator DeCONCINI. We are going to take a 10-minute break, but the next panel will be Jim Matson, vice president of Kaibab; Mike Rappoport, assistant general manager, governmental affairs, Salt River project; Terry Hudgins, governmental affairs, Arizona Public Service.

[A brief recess was taken.]

Senator DeCONCINI. Mr. Matson.

Mr. MATSON. I am Jim Matson, vice president of Kaibab Industries and Kaibab Forest Products Co.

I appreciate the opportunity to join in this committee's deliberations regarding public lands as affecting: their opportunities, needs, and future, particularly in my native State—Arizona.

Recreational opportunities and demands in our State are increasing at a phenomenal pace and frequency. With the current rate of growth—almost 20 percent since 1980—to an estimated level of 3.3 million people in the State. More is needed and must be provided in order to enhance recreational opportunities statewide.

Arizonans and visitors who rely upon public lands are becoming increasingly concerned about recreational area closure, inadequate facilities, maintenance, sanitation, and safety in our parks, roadsides, and campgrounds. On weekends it is now a common sight to see vehicles parked outside of a full or closed campground in the forested areas in the State. Areas on a first-come-first-in basis are filled by midmorning or noon on weekends in the summer, and full on the Friday before a major holiday weekend.

The public is weary of this, and getting to the point of asking for the elimination of other multiple-use programs for the want of a scenic area to hike in, picnic in, camp in, to relax in and enjoy. There are those in our State, thankfully few in number however, that are ready to argue that the value of recreation overshadows the value of commodity programs and their benefits particularly to the national forests. I am referring to individuals who are opposed to multiple-use programs on public lands, who now see an opportunity to pressure National and State governing bodies into prohibiting the expenditure of administrative money and efforts for commodity programs, derived from renewable resources and vital to people in rural areas and smaller communities in the State.

We support providing additional and enhanced public recreation programs in our State. This could be accomplished without other public programs suffering because of funding levels. In order to accomplish excellence in public land management programs we must evolve an advocacy process that emphasizes need, opportunity, and benefits of a given program or process be it recreation or commodity. Some in our State have evolved a rather vocal style of attack and negative criticism when examining issues or alternatives that

affect people in the lesser populated counties of: Apache, Cochise, Coconino, Gila, Graham, Greenlee, Mohave, Navajo, Pinal, Santa Cruz, Yavapai, and Yuma, AZ.

Funding alternatives to supported public recreational programs must be identified, examined, and adopted. During periods past and in periods to come, we will exceed the capability of public funds to provide all that may be needed. A certain maturity is needed to sort all this out. The point of unlimited and free services are past—the lending library stage—in public recreation programs is unfortunately no longer available to all areas; needed but not available.

Our company is currently engaged in a volunteer effort in participation with the Kaibab National Forest, and Fredonia Chamber of Commerce in running the Jacob Lake, AZ—North Kaibab Visitor Information Center. This visitor center at one time was fully supported by Forest Service and Park Service funds. When funding became an issue we were asked to operate the center from May 1 until October 15. Since we opened it this year, over 7,000 people have been through the center to date. The volunteers in the center field are asked every question imaginable about the North Kaibab, Grand Canyon National Park, Arizona Strip, and southern Utah.

We are willing to contribute more in effort and expenditure by undertaking the administration, maintenance, and construction of campground sites on the North Kaibab. We are interested in recovering actual costs only. Credits for these costs could be applied to timber sales receipts which exceed \$6 million a year. Our costs in running such a program would result in substantial savings to the Government, while offering a quality recreational program to the public. Implementing policies are necessary in order to launch such a program. Kaibab Industries is interested in examining this prospect with the Forest Service and appropriate levels of government and the Congress.

Thank you.

Senator DeCONCINI. Thank you.

Mr. Rappoport.

Mr. RAPPOPORT. Mr. Chairman, I am Michael Rappoport, assistant general manager for government relations at the Salt River project. We thank you for the opportunity to share these observations with you. We would like to take the opportunity to submit our statement for the record as if it were read in full. I will summarize my overall testimony briefly.

Senator DeCONCINI. The statement will so appear.

Mr. RAPPOPORT. As a participant in the public policy process, the Salt River project is most familiar with the very competitive character of the appropriations procedure. And, as a major business, we're equally aware of the importance of reducing the Federal deficit through prudent fiscal decisions by the Congress. But it is in our capacity as an employer of some 6,350 people, that we encourage you and the subcommittee to carefully view the unique nature of our State in your deliberations.

First, Arizona's lifestyle is an unusual asset for all employers in Arizona particularly with respect to recruitment and retention of qualified employees. The rich cultural heritage, the almost unlimited sunshine, the outdoor recreation opportunities, including the 22

national parks, monuments, and preserves that provides an enviable environment in which to work and live.

Our experience suggests that people now place a much higher value on outdoor recreation than ever before. A vigorous interest in physical fitness, the increased importance of nonwork-related goals and a lust for leisure time, all amplify the need for opportunities to enjoy and enrich the Arizona lifestyle. Unfortunately, at a time when the demand for outdoor recreational facilities is increasing, Government support in general is decreasing.

You have heard testimony earlier today calling attention to the fact that many of these Federal facilities in our State operate with funds and personnel well below required levels. The Glen Canyon example illustrates the fundamental problem, this absent adequate funding, this grand resource cannot be fully enjoyed by Arizonans or visitors, nor can potential related economic benefits be developed fully either.

Accordingly, we urge you to keep in mind the importance of well maintained Federal facilities as you adjust and readjust the appropriation allocations for fiscal year 1987.

Our second point is simply to have the record reflect how far fortunate Arizona is in being served by the first-rate professionals at the U.S. Bureau of Reclamation.

In that regard, we urge the committee to recognize the necessity for maintaining adequate funding for the Bureau in the lower Colorado region not only for the extensive and essential construction programs underway, but for the Bureau's personnel, planning, and related requirements.

It hardly seems possible that nearly 10 years have passed since the infamous "hit list" first surfaced and you, Senator DeConcini, were so strong in defense of the central Arizona project.

Water would not be flowing to the farms and cities in this part of the State today in our opinion if you had not pushed and pulled for full funding year after year. When the aqueduct is finally finished into Tucson, it will be, I am sure, because of your continued efforts to keep that lifeline on line.

Our third and final thought is to respectfully call your attention to an observation in the report accompanying S. 846, a bill introduced in 1958 to establish the Outdoor Recreation Resources Review Commission. The report stated:

It is imperative that the outdoor recreation resources of the United States be accorded the same recognition and consideration as all other resources essential to the economy and social welfare of the Nation.

Mr. Chairman, that admonition is as relevant today as when it was first written nearly 30 years ago.

As you are aware, the successor to the Outdoor Recreation Resources Review Commission, the President's Commission on Americans Outdoors, is completing the public process of its study of outdoor recreation policies. While the final report is not scheduled for release until December 31, 1986, we are advised that one of the many recommendations under discussion is to revise the formula for using the reclamation fund started in 1902.

The underlying assumption for this thought is said to be that since the reclamation era is ending, funds heretofore received for

reclamation purposes from the sale of public lands, mineral leases, and oil and gas royalties, ought to be reprogrammed for recreational and fish and wildlife enhancement programs.

We caution the committee against accepting that logic because the reclamation program is still very much alive. In Arizona for example, the plan 6 element of the CAP will not only provide new and needed flood control, conservation storage, and dam safety benefits but significant recreational and environmental benefits too.

Interior Under Secretary Ann McLaughlin recently put the future of reclamation into proper perspective in remarks to the University of Colorado Conference on Western Water on June 3, 1986. The Under Secretary said the Bureau of Reclamation will continue its traditional role of delivering quality water to meet the needs of the West by maintaining and upgrading existing projects and by developing new water resources. We agree and submit that it would be neither prudent nor proper to attempt to refinance the reclamation fund in the near future.

Senator DECONCINI. Thank you.

Mr. RAPPOPORT. Thank you, Mr. Chairman,

Mr. HUDGINS. Mr. Chairman, for the record my name is Terry D. Hudgins. I am the public affairs representative of the Arizona Public Service Co., and I would like to make at least the following three points based upon my complete testimony which will be submitted for the record.

No. 1, I think the observation has been made today that growth in Arizona not only impacts the land which is physically developed but creates a demand for services as well. Electricity, water, and other services need to expand with the population and, therefore, need to be incorporated in the planning functions of the Forest Service, BLM, U.S. Fish and Wildlife Service, and National Parks Service.

No. 2, lead times on projects involving Federal agencies are agonizingly long. The process involves field work, inventorying, report writing, and decisionmaking that sometimes takes longer than the construction of the project itself. Funding or the lack thereof could exacerbate this situation.

No. 3, the Federal lands of this country are for the benefit of all the people. Special interest groups would have you believe otherwise. Federal lands in Arizona should follow the course of multiple-use management, a philosophy set out many years ago and demonstrated as effective and workable.

Mr. Chairman, in a day and age when most of us consider ourselves environmentalists or conservationists we must continue to strive for a dialog between agencies, industry, and citizens that will dissolve the distrust that persists from years past. These Federal agencies and hearings like this will go a long way to make the system better.

Thank you.

Senator DECONCINI. Thank you, gentlemen.

Mr. Matson, you stated that Kaibab Industry was asked to operate the visitor center on the north Kaibab at Jacob Lake. Did the Forest Service make this request, and if so was the reason a lack of money?

Mr. MATSON. The decision or at least the process that involved us kind of involved a roundtable discussion. We asked how we could be of help, and the statement was made that because of funding problems the Forest Service was not sure it could keep the center open and running like it should be.

Senator DECONCINI. Is that what motivated your arrangement was the threat or potential lack of funding?

Mr. MATSON. In addition, if I may add, we have retired people who would like to spend some time working in summertime. That was a perfect balance.

Senator DECONCINI. I was going to ask, is it operated entirely by volunteers?

Mr. MATSON. It is.

Senator DECONCINI. You don't pay them?

Mr. MATSON. They are paid a kind of a daily subsistence fee so they can take care of their trailer hookups.

Senator DECONCINI. Nothing in comparison to a salary?

Mr. MATSON. No, sir; the cost per day is less than \$75.

Senator DECONCINI. What do you estimate the Fredonia Chamber of Commerce has contributed to this center? Do you have any figures?

Mr. MATSON. It would be approximately \$12,000 a year by the time it all washes out.

Senator DECONCINI. I want to compliment you for that. I think that is innovative. I know, it has benefits to you, obviously Utah benefits up there but your willingness to make that contribution is commendable. I think it's important for the record to demonstrate that you are complimented about your efforts.

Mr. Rappoport, can you elaborate on your thoughts on the reclamation fund. Has this recommendation been made through the President's Commission, and if so by whom? What possible impact on the Arizona reclamation projects would the reprogramming of these funds have?

Mr. RAPPOPORT. Senator, the President's Commission on American Outdoors has had a series of field hearings including one at Arizona State University earlier this year. On several occasions during the hearing process, the point has been raised by various interests that the Commission ought to consider revising or reprogramming the reclamation funds. That is part of the public record.

I do not believe that the Commission itself has at this time adopted any particular recommendation, so it's merely one of many that have been made. But if I may say, sir, the reclamation fund was one of the principle features of the 1902 act. Among other things, it provided a revolving fund or a cash register, if you will, for the reclamation program to be ongoing.

It's my understanding that approximately 40 percent of all the revenues that come into the reclamation fund from the various oil and gas royalties and coal mineral lease sales wind up in the reclamation fund. The remainder goes back to the respective States. That money or that amount of money for 1986—fiscal year 1986, for example, came pretty close to representing 50 percent of the Bureau of Reclamation's overall budget of \$799 million, so it would be a significant element in the Bureau's program.

Locally, while the central Arizona project is funded from a separate fund, projects such as the Parker, Davis, Gila, and Yuma projects would be significantly affected if there were a reprogramming in the reclamation funds of the activity.

Senator DECONCINI. Thank you.

Mr. HUDGINS, from your industry involvement with the public have you had much input or response on the proposed user fees and increased fees that have been suggested by the administration?

Mr. HUDGINS. Primarily in our area we are concerned with regard to the right-of-way situation both on the Forest Service, lands and the BLM here.

Senator DECONCINI. But your public involvement of your customers hasn't brought any significant response about fees one way or the other?

Mr. HUDGINS. No, sir.

Senator DECONCINI. Do you have any suggestions on how the Federal Government can raise additional moneys to offset some of its deficit demands and at the same time maintain the parks and reclamation?

Mr. HUDGINS. I would have to include along with earlier testimony here this morning that I think that as you have pointed out as well, that user fees reflected back to the individual management agencies rather than going into the general budget and reflected back as an appropriation has been a hurdle that has been difficult to overcome, if not impossible up to this point. Some reflectiveness on behalf of the Congress needs to be spent in looking at the funds generated by the individual land management agencies, and, therefore, the resultant appropriation that should come back to those respective agencies. I think that is a step in the right direction.

Senator DECONCINI. Do you have any comment, Mr. Rappoport, on the public reaction? Do you get any reaction at all in dealing with your customers? Do you have any suggestion?

Mr. RAPPOPORT. Senator, one of the observations that I would share is that Arizona is right in the heart of the Sun Belt. And we are enjoying unprecedented growth in terms of the number of people coming in, not only as permanent but as part-time residents and visitors as well. And this is certainly reflected in our new hookups as well as with Arizona Public Service.

And so our thought is that as the competition increases for diminishing Federal resources, specifically the appropriation dollars, we would urge the Congress to keep in mind that we are in a growth mood. We are receiving far more people than we have in the past, and they come with the expectation and demand for public services. That would be my observation at this time.

Senator DECONCINI. Do you have any comment, Mr. Matson?

Mr. MATSON. In our day-to-day operation of operating the northern part of the State we encounter these issues continuously with people out looking for places to go to hike in and camp in and visit, so that conflicts are there, and a mechanism to responds to needs need to be addressed in such a fashion jointly whether through Federal-funded programs or the volunteer process where we can help meet those demands and get help.

Senator DECONCINI. I don't have any further questions.

Do you have any questions?

Mr. CILEK. No.

Senator DECONCINI. Thank you gentlemen very much.

CONSERVATION PANEL

STATEMENTS OF:

JONIE BOSH, SIERRA CLUB

MARGARET BOHANNAN, REPRESENTATIVE FOR THE ARIZONA
HIKING AND EQUESTRIAN TRAILS COMMITTEE, ARIZONA STATE
PARKS BOARD

DALE PONTIUS, VICE CHAIRMAN, BOARD OF TRUSTEE, ARIZONA
CHAPTER, THE NATURE CONSERVANCY

BEN AVERY, CONSERVATIONIST, OUTDOOR WRITER

JIM NORTON, SOUTHWEST REGIONAL DIRECTOR, THE WILDERNESS
SOCIETY

JOHN LESHY, LAW PROFESSOR, ARIZONA STATE UNIVERSITY

Senator DeCONCINI. Now we will go to the conservation panel; Jonie, Bosh, Sierra Club; Margaraet Bohannan, Arizona Hiking and Equestrian Trails Committee; Dale Pontius, the Nature Conservancy; Ben Avery, conservationist, outdoor writer; Jim Norton, the Wilderness Society; John Leshy, law professor, Arizona State University.

I know Mr. Avery has an appointment at noon so I am going to ask that he lead off this panel. And if there are other time problems, we will try to accommodate you. Any full statements that you have I wish to assure you that we will place them into the record. We ask that you do summarize them for us.

Mr. Avery.

Mr. AVERY. Senator DeConcini and members of subcommittee, I have submitted a written statement so I will just summarize briefly and answer questions if you have any.

My purpose in being here today is to urge Congress to properly fund our Federal agencies directly concerned with protecting and managing our land resources. There are the Bureau of Land Management, U.S. Forest Service, National Park Service, and the U.S. Fish and Wildlife Service.

It grieves me to read daily of the reckless spending of our national leaders on sophisticated implements of war during peacetime—implements we will never use because they become obsolete in some cases before they are even delivered—while we neglect the protection and wise management of our land, which is the real wealth of future generations.

This is a need that should take priority over all others, so I urge you to apply funding cuts to the expenditures that are wasting our natural resources, not to the agencies that are trying to conserve them.

It is not my purpose to deal in detail with the needs of each of these agencies even though I fear they will be reluctant to present their real needs because of the pressure from Washington to curtail budgets. So I will only mention general needs.

I do want to mention one thing, Senator DeConcini, that in particular the Land Restoration Program in the San Simon Valley in Graham County which you started when you first went back to Congress.

The barrier dam, which we built with appropriations you obtained, is filled up and has just about served all the purpose it can. And the middle barrier dam is really needed now because the ero-

sion that comes in from the sides is still pouring in the San Carlos Reservoir and still accounts for nearly one-half of the silt going in there. If we can get the middle barrier dam built that will complete this project. And I think within 15 years there will be no silt going into the Gila and San Simon. And instead of silt going in there, we will have a rich valley that was there when the pioneers first came here.

I think that despite the need to make cuts, the future of our State must be considered. The area council really demands that we finish that middle barrier dam as soon as possible.

I wanted to comment briefly, too, as you know I do a lot of hiking and backpacking. I just came back from Thunder River after an absence of 10 years. Ten years ago Bruce Babbitt and I hiked down there and we had to almost hunt a deer trail going off Monument Point. Today that trail is really badly worn and so are nearly all of the other trails.

In the spring, I just hiked twice down in Aravaipa Canyon, and the trails there badly damaged by the flood in 1983, and nothing has been done or can be done hardly to restore the trails. But the damage of those floods is really severe and nothing has been done to restore them. They have received quite a lot of attention; they really need more. But the increased use of that country, the Arizona wilderness areas and the Grand Canyon, is just about unimaginable. The trails down to Pete's Creek, which was just a path 10 years ago, is worn a foot deep in many places today. And the Park Service has no money for maintenance of the old back country trails. As a matter of fact, I don't know whether they have even changed their policy of not maintaining them. But every one of those trails, and I have used just about all of them, are badly in need of maintenance. And the idea that you can forget about them and neglect them is passé because the erosion that is going to take place as a result of this neglect will be almost impossible to cure if we don't start maintaining them.

The need for additional money to meet the recreational needs of Arizona is getting more pressing every year. And if we don't keep up with it, it's going to cost several times as much to repair the damage that would be done when we do finally wake up and start doing something about it. I think that it would be criminal for the Federal Government not to continue to maintain and take care of our public lands.

Thank you.

Senator DECONCINI. Mr. Avery, thank you. I know you may have to leave. Let me just interrupt and ask you one or two quick questions.

First of all, I wanted to thank you very much for being here and for bringing out to the public, and this Senator as well, your strong feelings and knowledge on these issues. In sharing it with all of us, I think you do a great service to the State. As I have said to you personally and publicly, I am aware of the need of the San Simon Dam and the Timber Draw Dam. We are certainly going to continue to try to get the BLM to complete those projects.

One of the questions that I think you were here for part of this morning was this question of user fees and increasing the entrance

fees to some of these parks and charging fees at the ones that have no fee system now. What is your feeling or advice on that subject?

Mr. AVERY. Well, the American public does not object to paying a fee. But I think you are going to get a real objection if you increase fees like for instance at the Grand Canyon from \$2 to \$10 and the public wakes up to the fact that the very year that you increased those fees you cut the appropriations for maintenance and protection of the park. And instead of that you gave the money to San Salvador or Nicaragua or some Middle East country instead of taking care of the things here in America.

The ground swells, public feeling is going to come, and the one thing that will precipitate it is to start increasing the fees. The increase from \$2 to \$10 in the fee at the Grand Canyon National Park would be a drop in the bucket toward reducing the budget or helping the park. But when you take \$10 out of the pocket of a citizen who is having a hard time making a go of it anyhow and getting his wages cut, it's going to have an impact on him. It means something to him. It's not going to mean anything to the park.

Senator DECONCINI. Is it fair to say that you think that if the fees were raised or instituted in the areas where they are not now, and if the public could see that that money was going into the maintenance and development of the park, you think there would be again acceptance of that?

Mr. AVERY. It would be very acceptable if they would continue to do maintenance.

Senator DECONCINI. But if you raise those fees and the public can't see improvements, there is going to be hell to pay?

Mr. AVERY. That's right.

Senator DECONCINI. Thank you, Mr. Avery, very much.

Jim Norton.

Mr. NORTON. Thank you, Senator DeConcini. My name is Jim Norton. I am the Southwest regional director of the Wilderness Society. I am based here in Phoenix, and cover the State of Arizona, New Mexico, and a little of west Texas for the society.

Many witnesses have already spoken about the dramatic shift that has taken place on Federal land use in Arizona. Arizona is one of the fastest growing States in the country, and as our population grows, the recreational value of Federal lands skyrocket. And as this occurs the historic dominance and value of Federal lands for grazing, mining, and logging is being reshaped with a greater emphasis on recreation, wildlife, and watershed protection.

Unfortunately, the administration and the Federal land managing agencies haven't gotten the message. Instead the proposed budget for fiscal year 1987 would maintain a high level of funding for commodity development programs, while reducing or eliminating programs for resource protection and recreation. Congress, of course, has the prerogative to bring about a better balance in the Federal lands budget and has exercised that prerogative freely in recent years.

With that in mind, I would like to offer the following recommendations. I have seven, and I would like to very briefly summarize those.

First, phase out the below-cost timber sales. Each year millions of dollars are lost in Forest Service region 3, Arizona and New

Mexico, because of timber sales that fail to cover costs. According to the Office of Management of Budget, the U.S. Forest Service timber and mineral sales programs lost \$621 million last year nationwide, with most losses attributed to timber programs. Congress can correct this imbalance by reducing timber sales administration and management funding and by directing the Arizona forests to not sell timber on uneconomic sites of mixed conifer, spruce-fir, and low quality ponderosa pine.

Second, reduce the budget for forest road construction. The Wilderness Society and other conservation organizations are seeking a \$67.6 million reduction in the road-building budget. Although most of the savings will come from other Rocky Mountain regions where massive road building is proposed in roadless areas, there will be some savings in Arizona roadless and semi-roadless areas. Road building in Arizona should be directed away from the same areas listed above that have uneconomic mixed conifer, spruce-fir, and low quality ponderosa pine.

Third, increase Forest Service trail construction. The administration's proposed budget would cut the already beleaguered trails budget by 22 percent to only \$13.3 million. Shocking as it may seem, the amount of forest trails has been steadily declining since the 1940's as roads are built over trails or as trails are lost due to lack of maintenance.

Fourth, complete BLM wilderness studies. Last year the Arizona BLM deferred the beginning of a statewide study and environmental impact statement of the wilderness quality of about 600,000 acres of wilderness study areas [WSA]. Most of these areas have not been studied yet because they were illegally dropped from consideration by then Secretary of the Interior, James Watt in 1982. The Sierra Club, the Wilderness Society, and other conservation groups successfully sued the Interior Department which resulted in the areas being reinstated as WSA's by a U.S. district court judge last year. Unfortunately, the delay has thrown a monkey wrench into the wilderness study process.

The Congress should make certain that the study processes continue here in Arizona.

Fifth, protect wilderness study areas. There are two actions, Senator, that I know you were involved with in the past. The first is the ban on oil and gas leasing in wilderness areas and wilderness study areas. We appreciate your leadership in that in the past and hope that you will again support the ban on leasing in wilderness study areas to be sure to protect the prerogative of Congress to make those final decisions. I am protecting wilderness study areas. We support, as last year, the allocation of about one-third of the wilderness program budget for protection of wilderness study areas.

Last point quickly: The Land and Water Conservation Fund began administering proceedings to eliminate the funding. Again, Senator, we appeal to you particularly on projects here in Arizona that are very worthy of funding. Two come to mind: \$350,000 for the purchase of valid mining claims in the Kofa National Wildlife Refuge to protect the rare desert bighorn sheep, and second, funds are needed along the Verde River for acquisition of important wildlife habitats, the Verde being our only wildlife scenic river in Arizona.

The final point is the Park Service Rivers and Trails Program should continue to be funded. The Interior Department has proposed in the 1987 budget zeroing out this program to fairly modest levels on the national scale of only \$2.25 million. We think in States such as Arizona that do have such important rivers and trail recreational opportunities, this program is very important.

Finally, I would just like to say that the proposed budget savings that I have recommended in commodity development programs would more than offset the modest add-ons in resource protection programs. I think it is more balanced with the shift that is taking place here in Arizona toward more emphasis on protecting the recreational opportunities, wildlife, watershed protection, and that sort of thing.

Thank you very much, Senator.

Senator DECONCINI. Thank you, Mr. Norton.

As long as you have the microphone, I am going to ask one question. You are critical of forest service road construction and reconstruction programs. Do you think that these roads have any effect on recreation and wildlife benefits at all in these areas? Aren't there some benefits there?

Mr. NORTON. One of things that the Forest Service often argues is that we need more roads in order to provide recreational access to areas.

Senator DECONCINI. Is that true?

Mr. NORTON. It is not true here in Arizona.

Senator DECONCINI. How do you get to these areas?

Mr. NORTON. Most of our forests according to the Forest Service—and I have taken a detailed look at the five plans that the Forest Service is preparing—in most cases they say the forests are already overcrowded here in Arizona. In fact several forests were, particularly the Apache-Sitgreaves is proposing closing down existing roads and we very much support them in that effort to close down roads. Most of the new road building, I should point out, is planned in areas particularly in the Northern Rockies. The new roads building access to existing roadless areas is a big issue. You know the issue is not as big problem here in Arizona as it is in the region.

Senator DECONCINI. But if you cut out all roads, you cut out all forests. What about just the conservation of forests when you have overgrowth or disease? How do you handle that?

Mr. NORTON. We certainly don't advocate eliminating all timber cutting on national forests. There is a viable timber industry that can coexist with recreational wildlife programs in Arizona. What our concerns are instead are to prevent the massive increases that are proposed in Arizona. Some forests over a 50-year period, 70, 80, 90 percent increase. In order to do that the timber cutting needs to be shifted into the more uneconomic lower quality sites here in Arizona; that is particularly the spruce-fir, the very low value timber, uneconomic mixed conifer, again low value timber and lower quality ponderosa pine sites. We feel it's appropriate to continue managing forests in Arizona where timber can be economically grown here on the flatter sites that produce ponderosa pine. Those other wilderness areas that are uneconomically cut should be left as they are as recreational opportunities and wildlife.

Senator DECONCINI. What is your reaction to increased user fees and some new ones that are not there now if they were plowed back for sure to the park and recreational areas?

Mr. NORTON. We support user fees particularly in cases where there are facilities involving boat launching ramps, campgrounds, that sort of thing.

Senator DECONCINI. You support the increases suggested by the administration?

Mr. NORTON. Yes; user fees and entrance fees where there is not a specific service provided. We feel that modest increases are appropriate. I agree with Mr. Avery that going from \$2 to \$10 in the canyon is extreme. Also we feel that while the recreational users should be paying their fair share, also we should make certain that other users, particularly the cattle industry paying \$1.35 for 1 month for a cow and a calf while a family full of kids is paying \$2 for 1 day, we think that balance ought to be considered as well so that all user groups are paying their fair share.

Senator DECONCINI. Thank you.

Ms. BOHANNAN. I am Margaret Bohannan, and I represent the Arizona Hiking and Equestrian Trails Committee of the Arizona State Parks Board. We are a group of volunteers who advise the board on trail issues of statewide significance. Our major goals are to identify and investigate options for hiking and equestrian trails to meet the needs of both residents of and visitors to Arizona and to develop and implement a statewide nonmotorized trails system.

As you know only 18 percent of Arizona is owned by the private sector, and 13 percent is in the hands of the Senators. Our major landholder is the Federal Government. As is usually the case with landlords, we are deeply dissatisfied with their handling of their lands in our State. They are not responding to public needs for recreational development and continue to put main budget interests to judicial use on timber, mining, and grazing. Recreation is the single most important use of Federal land in Arizona because for better or for worse Arizona is in the business of recreation and the Federal Government must be an equal partner, with 3½ million residents, and as you well know, 16 million annual visitors. We had a 1984 survey of the Arizona population that records 3 million hikers, 1¼ million horsemen, and 6 million bicyclists.

To accommodate these recreation desires for the great outdoors, we desperately need more trails as well as staging areas with trails, highways, and campgrounds. Because of private development, access to existing trails and public lands is being cut off daily. Yet Arizona's six forest plans allocate very little to these needs. For instance, the Tonto and most visited national forest in the whole United States in 1984 is allowed a mere 7 miles of trail to be structured a year in the whole State.

The Forest Service only has 145 developed campgrounds. There is no doubt that trails are one of the most comprehensive and economical means of providing outdoor recreation, serving a widespread constituency at minimal cost.

Over the past years use of public land has increased while funding for maintenance and development has decreased. To counteract this trend, a growing number of enthusiastic volunteers have sprung into action to keep trails open thus saving the Government

thousands of dollars. In one U.S. forest ranger district in this State, 1,200 volunteers have contributed 720,000 dollars' worth of trail maintenance and construction. Therefore, with this human resource we can guarantee that any Federal investment in our trail system will be at least doubled in value. But volunteer labor alone cannot keep pace with the increasing population, skyrocketing recreational needs.

We are not asking for a Government handout but what is rather a shift in the Federal budgetary priorities. Arizona is light years behind other States in trail development and it's disgraceful. However, the countless number of hikers, horsemen, and bicyclists in this State are permitted to create a model trail system for the West. With your help we can do it.

Thank you very much.

Senator DECONCINI. Thank you.

Do you think you are at the maximum implementation of volunteers? You have had great success. I am not looking necessarily for a free ride. I happen to agree with the President. I think volunteers whether it's trail or health issues are very important. We have gotten away with looking to the Government all the time but how much more can we expect? You certainly have had great success here. My compliments.

Ms. BOHANNAN. I think what you run into, Senator, is what they call volunteer burn out. I think that the Federal agencies, if they are going to use volunteers, they also have got to learn how to appreciate, encourage, and direct them. And there is a great lack of that in the West I would say. And we are continually having new volunteers. Our Adopt a Trail Program is producing great results.

Senator DECONCINI. You mean the attitude exhibited by local parks or recreational areas is not responsive enough to the volunteers?

Ms. BOHANNAN. It's spotty some say. Like the Tonto National Forest, they are wonderful. They understand the use of volunteers. Other forests don't and they turn you off. I think if I may say this, I think the Federal agencies need to give a course on public relations to their infield representatives and I think you would get more out of the volunteers.

Senator DECONCINI. Thank you.

Do you have any comments about the user-fee proposals?

Ms. BOHANNAN. I feel the same. As many people have said, they are OK if they are equitably levied. For instance, a bird watcher does very little damage to the environment and their fees should be different than say the off-road vehicles [ORV's], who tear up the terrain. I also think we are not at all interested in seeing this money go into the U.S. Treasury and we never see it again.

Senator DECONCINI. Do you think it's realistic to have a fee, one fee for a bird watcher and one for recreational vehicles?

Ms. BOHANNAN. Yes; I think you can do it through licensing fees on vehicles and on driver's licenses. I think you can do it that way, and maybe you might want to put a tax on binoculars. You can do it in different ways once created.

Senator DECONCINI. I agree with you. Isn't it realistic to collect one fee as they come in even if it's \$2 or \$10, rather than, say, well if you are going to watch birds, it's \$2.50; if you are going to stay

overnight, it's \$12; if you are going to hike, it's \$9.25? How do you enforce it? It seems to me it would create such tremendous administrative burdens and enforcement problems.

Ms. BOHANNAN. Well, there is one way of doing it which we discussed with the President's Commission. One of the great lacks in this State is there are not enough trails, highways, and staging areas on Federal lands. The private land is cutting off where you used to park your vehicle. If you had these booths, or whatever, you would have to have parking areas and let them be run by concessionaires who collect the fee. If they see someone with an ORV or if some little old lady comes in with binoculars, then we can figure out something.

PREPARED STATEMENT

Senator DeCONCINI. Thank you. Well, it's a good suggestion. I will certainly think about it.

[The statement follows:]

STATEMENT OF MARGARET BOHANNAN

I am happy to be here today representing the Arizona Hiking and Equestrian Trails Committee of the Arizona State Parks Board. We are a group of volunteers who advise the Board on trail issues of statewide significance. Our major goals are to identify and investigate options for hiking and equestrian trails to meet the needs of both residents and visitors to Arizona and to develop and implement a statewide non-motorized trails system.

Trails are of paramount importance to Arizonans. Our first trails were game paths and native American routes. The explorers, trappers and cattlemen who later used these paths carried axes to keep them open. Outdoor recreationists constructed and maintained "their" trails until a few decades ago when paid trail crews like the CCC began to do more and more of the work. Over the past few years, the use of our public lands has increased while funding for maintenance and development has decreased. The result is deterioration of our trails system.

Today with only 18% of Arizona owned by the private sector, and 13% in the hands of the State, our major landholder is the Federal Government. And as is usually the case with landlords, we are deeply dissatisfied with the Government's administration of its lands. It is not responding to the public's need for recreational development, and continues to put its main budgetary emphasis on the traditional uses of timber, mining, and grazing. Today recreation is the single most important use of Federal lands in Arizona. For better or for worse, Arizona is in the business of recreation, and the Federal Government must be an equal partner.

With 3½ million residents and 16 million annual visitors, 1984 surveys of Arizona's population¹ record 3 million hikers, 1¼ million horsemen, and 6 million bicyclists.

To accommodate these recreationists' desire for the great outdoors, we desperately need more trails as well as staging areas with trailheads and campgrounds.

Yet, Arizona's six National Forests' Environmental Impact Statements and Forest Plans allocate very little to these needs. For instance, the Tonto, the most visited National Forest in the U.S. in 1984, is allowing for only 7 miles of new trails a year, the Coconino only 5½ miles and the Apache Sitgreaves 7¼ miles. In the whole state the Forest Service has a mere 145 developed campgrounds, the National Park Service 15 and BLM 10. New Mexico has more than twice as many. The provision of more trails could alleviate existing pressure on these comparatively few recreation facilities.

There is no doubt that trails are one of the most comprehensive and economical ways of providing outdoor recreation, serving a wide constituency at a minimal cost.

In its latest newsletter, the President's Commission on Americans Outdoors stresses that "there is a direct link between recreation and family unity; between recreation and social cohesion; between recreation and the prevention of crime and

¹ Sources: Recreation Participation Survey (AORCC); Needs Assessment (AORCC); 1984 Population (SCORP); 1984 Visitor County (Office of Tourism).

juvenile delinquency, reduced health care costs, and local economic growth and diversity."

With Federal funds to develop our trail system continually decreasing, a growing number of enthusiastic volunteers have sprung into action to counteract this trend. They spend long hours inventorying, repairing, and constructing trails statewide and thus save the Government thousands of dollars. For example, in one of our 29 U.S. Forest Ranger Districts over the past several years, 1,200 volunteers have contributed \$720,000 of trails maintenance and construction. Therefore, with this human resource, we can guarantee that any Federal investment in our trails system will be at least doubled in value. But volunteer labor alone cannot keep pace with the increasing population's skyrocketing recreational needs.

Because of private development, and the lack of trailheads, access to existing trails on public lands is being cut off daily. Assistance with easements and rights-of-way acquisitions is needed. One step we have taken on our committee is to appoint a subcommittee to implement trail easements in Arizona. The utilization of BLM Recreation and Public Purposes Land Transfers to State, County, and City Parks Departments for trails must continue.

It is urgent to develop a comprehensive plan for Arizona's trail system to meet the needs of the 21st century before it is too late. To this end, a memorandum of understanding needs to be entered into by Federal, state, and local agencies along with the private sector.

In total, we are not asking for a Government hand-out, but rather a shift in the Federal budgetary priorities.

We can support the idea of user fees, so long as they are equitably levied, and that they remain at the site from which they are collected rather than going into the U.S. Treasury.

Arizona is light years behind other states in trail development. However, countless numbers of hikers, horsemen, and bicyclists in this state are committed to creating a model trails system for the West, and with your help it can be done.

Thank you very much for the opportunity to testify.

Senator DeCONCINI. Ms. Bosh, please.

Ms. BOSH. Mr. Chairman and members of the subcommittee, my name is Joni Bosh. I live here in Phoenix. I am speaking today as a Southwest regional vice president for the Sierra Club.

I would like to start out by commending the subcommittee and Senator DeConcini particularly for allowing us a chance to address you directly on these issues that are a very great concern for us. In my statement I spend a little bit of time talking about population trends which I think you have heard 100 times over. I will pass over this.

I would like to point out, in case it hasn't been specifically stated, that we in Phoenix are looking at a terrible population crunch in the next 15 years. Between 1950 and the year 2000 Phoenix will grow over 2½ times, so we'll be draining every possible resource for recreation because urban dwellers tend to want to leave the urban areas and get away every weekend. We have a 4-hour back up on the Payson highway. It's only going to get worse, severely worse, unfortunately, and you have heard it all before today. The Federal land management agencies' budgets for recreation have not reflected even the greater growth of the overall population of the State's rate of growth. For example, the Forest Service budgeted \$1.2 million for recreation programs in 1970. In 1985 that figure had gone up only \$1.8 million. Measured against population, even this seemingly modest increase was actually a decrease. The per capita expenditure for recreation fell from 67 cents in 1970 to 50 cents in 1985. We have a problem keeping up with the population much less a much more popular segment.

The other problem is that money is shifted from one program to another after Congress has approved the overall agency appropria-

tion. For example, the Southwestern region of the Forest Service, which includes Arizona, has shifted money budgeted for cultural resource protection from pure resource identification and protection programs to emergency cultural resource inventories needed to facilitate and meet specific goals for timber production.

The recreation operations and maintenance budgets are also being used to cover increasing amounts of administrative overhead expenses, such as the office rent and telephones. Further, recreation staff are being used for other programs such as land exchanges and appraisals. Finally, much of the on-the-ground recreation programs were carried out through seasonal help, including fire crews during time between fires. Most of the seasonal work force on our national forests has disappeared.

One example close to your heart, Senator, will show what happens when we attempt to correct this situation in a piecemeal manner. Thanks to your advocacy, the Verde River Sheep Bridge, a site on the national register of historic places, was spared destruction by the Tonto National Forest. You made certain that money was specifically appropriated to restore this historic and unique access across the river into Mazatzal wilderness.

However, we later learned that the Forest Service funded Sheep Bridge by not funding needed work at campgrounds on the Coronado, Prescott, and Santa Fe National Forests. This approach of robbing Peter to pay Paul fosters parochial rivalries. Every one of the specific recreation projects requiring funding that have been or will be mentioned at these hearings meet some pressing recreational need. I will guarantee that today and tomorrow you will accumulate a list of projects that will far outstrip any present recreation budget, no matter how you try to cut it up. Asking us to pick or recommend what should be funded does not focus attention on the real problem of inadequate overall funding. The solution does not necessarily lie in Congress appropriating more dollars to the agencies, although that would help. Congress could direct the agencies to shift some funding from commodity programs which benefit a few to recreation programs which benefit many.

One example where redirected priorities would have a profound effect lies close to home. Just east of Phoenix lies the Tonto National Forest, the most heavily used recreation forest in the Nation. The recreation demands made by the Phoenix metro area are overwhelming on Tonto's ability to meet them because its recreation budget is far too small. At stake is our outdoor quality of life which attracts tourist dollars and new industry to the valley. Also at stake is the quality of our watersheds, wildlife, and open space resources.

But what we also see on the Tonto is a forest where, according to Forest Service planning data, 18 or 24 watersheds are in unsatisfactory condition. The final forest plan won't solve this problem for 20 years, and will require big investments in range improvements to do so. Meanwhile, the administration has set the grazing fee at \$1.35 per animal unit month, which is probably three to four times lower than fair market value. Instead of subsidizing grazing, as we have with such limited success, we could redirect funds into recreation and require that range rehabilitation and improvement be paid for by those causing the damage.

The Tonto also plans to more than double the timber cut over the next 20 years. This is a forest which has severe erosion problems because it is primarily desert and arid hills; notably, it now provides less than one-tenth of 1 percent of the total national timber harvest from national forests. Furthermore, a 1982 economic study done by the Wilderness Society shows that the Tonto's timber program returns only 6 cents for every \$1 spent. Timber harvesting presently accounts for one-half of the regional Forest Service budget. The budget is high to meet the hard targets set in Washington. The hard target numbers in no way reflect the best use of the forest, which in Arizona is recreation. Congress can force the agency to reduce the target numbers and to acknowledge the fact that recreation is the highest and best use of the forest.

In summary, our view is that public use programs on our public lands are underfunded to meet the current and future demands in Arizona. We would like to see internal switching on priorities. I don't think we can count on new appropriations from Congress; although it would be nice, I don't think they are going to come. We are going to have to look closely at our house and shift a large part of that pie from an old system to take care of what we have here now.

Senator DECONCINI. You know you raise almost in my mind a real dilemma. You say on the one hand that the growth is going to be so great we don't have enough money and we have got to allocate more. Then you say that, well, the Congress is not going to do that, which I hope is not the case. But realistically that assessment is probably closer to what may happen, so we have got to switch priorities with the money that we have. But if we do that, we will hear from concessionaires and commodity users and you will hear from recreative users. How do you take from one and give to another?

Ms. BOSH. It's very difficult in my opinion in trying to find some equity here because the arguments are overwhelming in my judgment from all sides. Certainly there is abuse in some areas that haven't been given attention, and I only say this from a standpoint of frustration. It seems to me that we are headed toward one possible area of some relief, that is, if we do move into an increase in entrance fees and user fees, and if we can ensure that those moneys are additional moneys for these agencies and get into the designation of where they can go. Seems to me that this may be the only solution in the immediate future until the deficit is balanced if ever and we ever see anything.

Senator DECONCINI. How do you feel about the user fees?

Ms. BOSH. I am not speaking on behalf of the club because the club is coming up with a national policy that is in the process. I was on the Governor's task force, and I think we did talk about it quite a bit. I think the point in the Governor's report that I remembered was in theory that users fees make a lot of sense, but it's not equitable if it is applied to just recreationalist. It's equitable only if applied to all users of public lands. That is the Federal Government has an asset called the Federal lands and that people are using it from mining to cutting timber or grazing, watching birds, and hiking. Fees should be assessed equitably across the spectrum taking into account private benefit versus public good,

and the damage done. My argument I think is a specific one on this case is that a strip mine is not someplace that people go to have a picnic, or a place where bird watchers stand for 10 minutes and watch the birds.

Senator DECONCINI. I understand that. I know we went through this struggle with the fees. What I am trying to understand is how you feel about what is being proposed now by the administration, assuming that the administration would go along or the Congress would enact some of these fees or all of them, but, in fact, designate that the fees come back specifically to the parks and recreational areas. If the fees came back, what would be your opinion?

Ms. BOSH. My own opinion is the recreation fees must come back and not bail out the Government someplace else. They should come back to the recreation program and I would hope to the area, not just transferred from one to the other.

Second, I would urge you to look a lot more closely. I have personal concerns that \$2 is manageable for a lot of people who are going to spend the day at the Grand Canyon Park but \$10 is a bigger chunk. It seems like an awful large jump to go from \$2 to \$10. People again, as Mr. Avery pointed out, people who are trying to just get by and want to spend a day on a trip out West and have to pay \$10 day after day—well, it's a big chunk. Part of that is—

Senator DECONCINI. For a vehicle or for a family?

Ms. BOSH. Right. For a family, but again—

Senator DECONCINI. Not per person?

Ms. BOSH. That gets back to my first point, and I think Jim made it, that it's \$10 for a family for, I think the average stay in the park is 3 hours. In taking into consideration park visitation with cattle using the land for a month for \$1.35. I would like to see this equalized.

Senator DECONCINI. We can go through that argument. May I ask you to convey this to your organization that they do separate the issues at your national committee level.

I know that overall they want to see a balance of these fees for commodity users and for the public. We don't have that proposal before us. We are not going to have it. There may be an amendment to add it. What we do have is specific legislation proposed in this administration. I can't support it the way it's there now, and the evidence here clearly substantiates what needs to be done.

I am interested in how you feel and what position you take on what the fees should be, if any, and if there should be any increase. If the Government puts the funds collected from fees back into the system, and it is not used to offset the deficit, can we get a position on that proposal from your national committee?

Ms. BOSH. I know most of the bus companies raise fees to meet operating costs, and by doing so cut ridership. If they are going to be increased, I would suggest a very small one and have it allocated directly back to recreation and see how it works instead of jumping from \$2 to \$10.

Senator DECONCINI. One of the problems that you face there is that you have had a \$2 fee for—I don't know how many years. Inflation has gone up, and we haven't raised that fee since—

Mr. ESTES. Since 1973.

Senator DeCONCINI. Since 1973 I was just told, so that is a long time of not raising that fee. Maybe we should have raised it in between 1973 and now. Ten dollars seems to be like a hell of a jump; on the other hand, a family of four if they go to a motion picture it's going to cost \$10 or \$12 and they are going to go see the Grand Canyon for \$2, even if it was arranged for \$6 it would be a bargain in my opinion.

Senator DeCONCINI. Mr. Pontius.

Mr. PONTIUS. Mr. Chairman, my name is Dale Pontius. I am the vice chairman of the board of trustees for the Arizona chapter of the Nature Conservancy. We are a national nonprofit conservation organization with 7,000 corporate, individual, family, and associate members and donors in Arizona. The Nature Conservancy is a national organization whose single purpose is the protection of natural diversity in each of the States where we operate. Nationwide, we have purchased over 4,000 sensitive areas, oftentimes on behalf of the State and Federal agencies. Although in our 20 years of operation in Arizona, we have protected over 70,000 acres, the job of protecting rare and endangered species and habitats is compounded by the preponderance of publicly owned lands. For this reason, we have adopted a stance of helping Federal and State agencies in their efforts to protect and preserve our natural heritage by making available our computerized State natural heritage data bases and our staff expertise. We have found this cooperative relationship to be productive in accomplishing our mutual objectives. In this regard, I would like to thank the committee for this opportunity to present the Arizona Nature Conservancy's views on the proposed budget appropriations of the Department of the Interior for fiscal year 1987.

In sum, we would like to offer the following recommendations: We strongly recommend providing the necessary funds to the Bureau of Land Management to increase the number of botanists on their staff, so that they may effectively carry out their legislative mandates to conserve threatened and endangered plants.

We believe that the committee should reject the administration's proposed funding level for the Endangered Species Act, and particularly the proposed elimination of section 6 grants to the States. We believe that \$28.9 million should be provided for the Endangered Species Program, consistent with the level appropriated by the Congress for fiscal year 1986.

The need for BLM botanists. At this time, there are no professionally trained botanists employed in the Arizona office of the BLM. In each BLM district and at the BLM State office, botanical responsibilities are handled by other resource areas specialists, each of which vary substantially in their botanical abilities. As a result, the impact of BLM project activity and management decisions on rare and endangered plants are not being analyzed completely due to the lack of expertise by individuals overburdened with a resource responsibility outside their area of expertise.

Inventory assistance and protection efforts by the State are generally not available as Arizona does not have an agency that is staffed by personnel whose main responsibilities are the conservation of rare plants. Because of this, conservation needs with regard to rare plants on Federal lands are the sole responsibility of the

Federal land managing agency with little or no outside expertise available from the State.

A specific area of concern involves proposed BLM-State land exchanges. The Arizona State offices of the BLM and the Arizona State Land Department have embarked on an ambitious and bold plan of land exchanges. This very commendable program suffers in that adequate inventory and information concerning rare plants is often lacking. Once out of Federal ownership, plant species or suitable habitat for these species lose all protection engendered by the Endangered Species Act. Inadvertent actions which allow such parcels to pass out of Federal ownership are best avoided through the use of trained botanists.

Last, it is important to point out that the BLM has been experiencing a steady decline in their Wildlife Program positions. The hardest hit category has been botanists. Between 1982 and 1985, botanist positions were reduced by 53 percent throughout the agency. Arizona lost all of their botanists except for one position in the Phoenix district. This latter position was recently vacated and is yet to be filled.

To carry out their mandate properly, the BLM needs, at a minimum, an additional botanist in the Arizona BLM State office to review all agency actions for compliance with Federal regulations and internal policies. The person responsible for botanical advice must be a qualified full-time botanist competent to conduct field work and to bring to bear knowledge of the habitats and the management needs of sensitive plants.

Under the currently proposed administration budget, section 6 grants to the State are eliminated. We believe section 6 is an important aspect of the Endangered Species Program. The cooperative agreement which section 6 fostered between the Federal Government and the States is the backbone of the data gathering and recovery process.

The Arizona Nature Conservancy has an even greater interest in the section 6 program because of the extremely important support the program provides to the nongame data management system of the Arizona Game and Fish Department nongame branch. Originally developed by the Nature Conservancy, this computerized ecological inventory system has played a key role in targeting efforts to preserve biological diversity by maintaining objective information on the existence, characteristics, numbers, conditions, status, location, and distribution of rare and declining species. Such information is critical to the successful implementation of the Endangered Species Act. In order to make sound decisions concerning allocation of conservation resources, the single most important need is for accurate information about the status of species, natural communities, and ecosystems.

This information has often resulted in recommendations that certain species be removed from Federal and State endangered lists. This obviates the need for the development of recovery plans, critical habitat acquisitions, and potentially costly mitigation efforts to reduce impacts to populations. Accurate information saves money. Clearly this information needs to be made available in its most up-to-date form.

Section 6 funding provides a major source of revenue for this very valuable program.

Last, we suggest that additional funds be appropriated for the Safford district to BLM to assist their management efforts on the recently acquired Upper San Pedro River to insure that the area's important biological and cultural resources are adequately protected. High public demands are likely to be placed upon that area now it's in Federal ownership. The importance of this site has been under scrutiny under the recent introduction of a bill by you, Senator, to designate this area as a national conservation area. It's also important to make the point these funds should be appropriated as add-ons to the proposed BLM income but not taken from other underfunded programs;

That in essence is our testimony, and I will answer any questions.

Senator DECONCINI. Has your organization addressed this legislation suggested by the administration on user fees and increased entrance fees?

Mr. PONTIUS. Not to my knowledge. We have not taken a position.

Senator DECONCINI. Will you?

Mr. PONTIUS. Not likely since we are pretty exposed to biological matters, we don't get into those issues.

Senator DECONCINI. I don't have any other questions.

Mr. CILEK. I have just for a minute on the fees. The general consensus seems to be if the fees were returned to the parks, it would be an adequate proposal to go along with. But a lot of parks aren't as popular as the Grand Canyon and would not generate fees to help them in any way, shape, or form.

Is the thrust of your comments that all of these fees would have to be returned to that particular park, or would you also support perhaps sharing up to 50 percent, or 75 percent of those fees back to your park and the rest of them being sent back into the Park Service and not the General Treasury?

Ms. BOSH. I guess I would respond to that, that it would be appropriate for there to be some sharing of funds from one park to another provided the funds were being used for the protection of the parks. For example, if the Grand Canyon has 3 million visitors and you raise a fee, they are going to have \$30 million in the Grand Canyon. Obviously, all that money may not be necessary at the carry in. I think if the money goes to reduce the Federal deficit, it doesn't cause a drop in the bucket.

Senator DECONCINI. But the point he is making is that you don't see any problem with the division of the popular park money going in as long as it goes to other parks?

Ms. BOHANNAN. Could it stay within Arizona?

Senator DECONCINI. We would sure try and do our best. I will have to ask Senator McClure about how he feels about that.

Ms. BOSH. I think the only comment I would make is that fees would not be used as a substitute for funding that they already have, or again it would be additive. I think the parks are underfunded now. If appropriations would be cut drastically by the administration they wouldn't be able to do much more for these areas.

Senator DECONCINI. I think that was in his question. I assume that there was not a reduction.

Ms. BOSH. I think if there is not a reduction in the long term—

Mr. CILEK. There is no guarantee of that in the next few years if the track record of the last eight continues.

Ms. BOSH [continuing]. I may oppose.

Senator DECONCINI. The problem—you raise good questions. We might participate maybe for 2 years and that would be what would happen. But a new administration could come in and say we are going to approve a big reduction in fees. They might come in and add money in addition to whatever is there. That is one of the chances that we take. This is a big chance. If you are going to raise fees to \$10 you have 2 good years where all the parks have got these millions of dollars, and then someone comes in a different approach and cuts it out.

Ms. BOSH. I think it's a volunteer burnout to depend on a program surviving just on volunteers. It's not wise management.

I think that is part of the Federal trust that goes along maintaining those areas for all Americans; that is the bottom line.

Senator DECONCINI. OK. Thank you very much. We appreciate the time here. It was very helpful to us.

CONCESSIONAIRES PANEL

STATEMENT OF:

ALLEN NAILLE, PRESIDENT AND GROUP CHAIRMAN, FRED HARVEY AND AMFAC RESORTS, INC., GRAND CANYON

REX MAUGHAN, CHAIRMAN, NATIONAL CONCESSIONAIRES CONFERENCE, LAKE MEAD

GAYLORD STAVELEY, PRESIDENT, NATIONAL FOREST RECREATION ASSOCIATION

AL EARLEY, DEL WEBB CORP., LAKE POWELL

NORM JOHNSON, EXECUTIVE VICE PRESIDENT AND GENERAL MANAGER, FAIRFIELD CONTINENTAL COUNTRY CLUB AND SNOW BOWL SKI RESORT, FLAGSTAFF

DAVE JOHNSON, PRESIDENT, AMERICAN HOSPITALITY, INC., CONSULTANT TO NAVAJO TRIBE

Senator DECONCINI. The concessionaires are Allen Naille, AMFAC/Fred Harvey Resorts, Grand Canyon; Rex Maughan, National Concessionaires Conference, Lake Mead; Gaylord Staveley, president, National Forest Recreation Association; Al Earley, Del Webb, Lake Powell; Norm Johnson, Fairfield Snow Bowl, Flagstaff; and Dave Johnson, American Hospitality, Inc., consultant to the Navajo Tribe.

If you will come forward and state your full name here on the record. And why don't we lead off with witnesses from my left to my right. I will go down this way.

Mr. EARLEY. Allen Earley. I am president of the Del Webb Recreational Properties. My experience and knowledge tends to run part of the National Park Service and Grand Canyon Recreational Area. So I will address my comments to those entities.

First of all, I want everyone to know that I certainly believe in the National Park System and the responsibilities of the National Park Service to preserve and protect our national resources while

balancing them with the planned use and development of those resources.

I further believe that this System must be preserved so that the standards set by the National Park Service can be continued into the future.

This task is becoming more and more difficult because the National Park Service and Glen Canyon National Recreational Area truly face a dilemma in the 1980's and beyond.

The dilemma is simple. The National Park Service at Glen Canyon is currently operating far below the level required to provide essential visitor health and safety programs, not to mention their obligation to preserve, protect, and develop the resource for the enjoyment of the public.

This dilemma is certainly not caused by a lack of desire or professionalism on the part of the National Park Service. In my dealings with them over the last many years they have always been most professional and well motivated.

The problem seems to me to stem from a funding imbalance. When compared to the other major parks in the West, Glen Canyon by any measure falls significantly short on funding. The following chart is provided for the record. However, in the interest of time I will not read all of it, only summarize the discrepancies.

The story that this chart tells is that Glen Canyon National Recreational Area is underfunded. There are nearly double the number of acres/employee in Glen Canyon as there are in the next park, Glacier, and over six times as many acres/employee as there are in Rocky Mountain. The dollars spent by the National Park Service on these parks range from a low of \$1.66 per visitor in Glen Canyon, to a high of \$5.91 in Yellowstone with an average of \$2.99 per visitor. Again, Glen Canyon is in the worst position. In fact, any analysis I did left Glen Canyon in the worst position. The conclusion is obvious: Glen Canyon is underfunded by any standard and in my opinion, resource protection and management and the visitors are the ones who suffer the most. The resource has to suffer when there will be no services nor personnel at Rainbow Bridge National Monument, there are no scheduled patrols of the lake, there are no funds for beach cleanup on a lake with over 1,900 miles of shoreline. The resource has to suffer when subdistrict offices must be closed.

The visitor must suffer if boat pumpouts can't be properly maintained, if the National Park Service can only man radio dispatch 8 hours per day. The visitor must suffer if facilities cannot be funded to serve the largely congested marinas, and if there is no National Park Service ranger presence at a major marina on Lake Powell 2 days out of each week.

These are the realities of today at Glen Canyon National Recreational Area, not the forecasts of the future. If something is not done to reverse this imbalance, Glen Canyon will slip further from the high standards of the National Park Service. In fact, if the imbalance were corrected today, it would probably take Glen Canyon 5 years to catch up and be operated at a level that all of us would like and have come to expect from the National Park Service.

How much is enough? If Glen Canyon were to receive an average amount of \$2.99 per visitor, based upon 1985 visitation, their 1986

base should be \$6,476,340 or \$2.8 million more than presently budgeted.

Although this does appear to be a little high, no analysis I could do indicated that the base amount should be under \$5 million or an increase of \$1.4 million over the present budget.

Thank you for your consideration of this issue and for the opportunity to appear before you today.

Senator DECONCINI. Thank you, Mr. Earley. Let me assure you that your testimony is helpful here, and I consider the Del Webb Corp., a fine concessionaire.

We are pressed as you can tell from these hearings with budget problems. There are certainly going to be fee increases I predict. Kaibab was here today and they are confronted with that problem of commodity users. They have volunteered to put up substantial dollars to run a visitor center and pay for volunteers.

What is Del Webb willing to do? We need \$5 million. Are you willing to put up or consider offering assistance to clean up the shores of that lake? I realize you are there to make money and you have made a lot of money there and well you should. You provide a very valuable service, but the time may come when concessionaires may have to kick in.

Mr. EARLEY. Del Webb presently contributes something in the neighborhood of over 13 percent of their net income to the Federal Government for the privilege of being there on top of which they begin to pay their normal Federal tax, State tax, et cetera. So their contribution is fairly monumental in relation to other private industry concerns.

At the same time we have and will continue to actively pursue such programs where we recently published and solicited all of our visitors and conflicts about the canyon. We support, in fact, picking up trash in an attempt to help some of these problems and are presently working with the National Park Service in an effort to try to resolve some of the capital funding budgets. None of my discussion today was directed to the capital budgets at all. I was operating on a base budget. We are working with the Park Service to resolve some of those issues.

Senator DECONCINI. What do you think the effect would be if you suggest users fees and an increase entrance fees?

Mr. EARLEY. Obviously—

Senator DECONCINI. Would it effect your business directly do you think?

Mr. EARLEY [continuing]. If it's universally put throughout the system, I don't think the impact would be that great I think as it relates to Glen Canyon. As you have heard everyone has funding problems but the imbalance that I am mentioning still would exist if the program went through as it's presently published. I would have to say that it certainly would be contingent upon a lack of loss on base funding as it exists where we don't house the budget through this.

Senator DECONCINI. Would your company consider, you know, offering more than what your contract calls for when we have severe lack of funds likely? I am very concerned that we are headed toward a crisis if we don't get funding for some of these things. In the area of Kaibab obviously a self-interest; that is good of them to

put up the funds to run a visitor center. You don't have to answer the question today.

Mr. EARLEY. We are presently——

Senator DECONCINI. You can go to the Board of Directors for that direction I understand.

Mr. EARLEY. We are investigatng such an option. I think it would be premature for me to discuss it until that was resolved.

Senator DECONCINI. That is fine. I just wanted to encourage you to think along those lines. I think you do a very fine job. I know that you are in the business to make a profit and return, and you are entitled to that. We are facing a real crisis here, and the business community has been staunch supporters. I don't want to be lecturing a balance of the budget, what have you, yet we are trying to find a new source of funds. It's awfully difficult sometimes, maybe concessionaires can give more than they have given in the past.

Gaylord Staveley, would you like to lead off after that?

Mr. STAVELEY. My name is Gaylord Staveley. I'm president of the National Forest Recreation Association, whose 5,000 members provide recreational services and facilities to visitors on public lands. I'm also executive director of the National Outfitter and Livery Alliance, comprised of about 400 river outfitting and canoe rental companies across the United States. The members of both those organizations are concessionaires and permittees on Forest Service, Park Service, and Bureau of Land Management lands.

We thank Senator DeConcini for bringing these hearings here so that we and others could have this opportunity to offer comments.

The primary concern of our members is that the agencies on whose lands and water recreation takes place don't have enough funds allocated to recreation management. This general concern has several subsets:

First, there isn't sufficient funding to enable carrying out the forest plan alternatives mandated by the Forest Management Planning Act and selected by the forest supervisors and the public through the public comment process.

Second, funding for special uses management, which in the Forest Service system carries Appropriations Code 174, has been reduced annually.

In this Forest Service region funding for that activity has been cut 51 percent over the last 3 years. The special uses funds are those for management of the concessionaires and permittees who provide recreational services and facilities for the public on public lands. It may seem enigmatic for concessionaires and permittees to advocate funding for more management of their activities, but often these days we are finding ourselves managed by freshman staff, or unpaid volunteers, or sometimes not managed at all. Because our Federal partners in this recreational delivery system require us to meet tough financial and professional criteria to become concessionaires and permittees, and to maintain a satisfactory rating through regular evaluations, we believe that we, as professionals, should be managed by professionals, and that there should be adequate earmarked funding for the agencies to have and use experienced professional recreation managers and staff.

Third, illegal outfitters and guides are presently operating in most parks, forests, and resource areas. Without having been selected by the agency, without purchasing insurance or paying franchise fees or filing tax returns on the revenue, they sneak paying customers into the mountains or down the rivers. This undercuts the properly selected concessionaire or permittee, and it throws a wild card kind of resource impact into management plans, which did not contemplate resource use in that kind, quantity, or location. We would like to see the agencies given the funding necessary to eliminate that kind of disruptive use.

Fourth, new recreational technologies, products, and activities are everywhere. They cannot just be ignored, they must be either managed into the recreation opportunity spectrum, or managed out of it. They do have to be managed.

In one national forest right now, people are chasing each other through the trees playing the extermination game in which the loser gets killed by being shot with a paint pistol. On BLM desert lands on weekends, large trailers unfold and become instant all-terrain vehicle rental stands, where lots of money changes hands and lots of recreation takes place. Someone must spend time deciding whether such activities are part of the recreation opportunity spectrum for that particular resource and what to do about it if they are, or are not. We believe there should be funding for that.

In addition to urging full funding earmarked for the professional management of recreational use of the public lands, we believe there must be some changes in the sources and uses of recreation funds. Recreationists who use the services of a concessionaire already pay \$2 to \$6 per person per day in fees that are built into activity or program costs and forwarded to the Government. But a high percentage of those who relax and play on public lands pay little or nothing. We believe they should. While it may be appropriate for all taxpayers to have underwritten the availability of public lands, it has never been fair to have the impact of someone's experience on those lands—on the roads, the camping facilities, the trails, the sand dunes and the shorelines—shifted back to all taxpayers so that their cost is increased and the actual user pays little or nothing. It has never been fair, and now it has become unaffordable.

Moreover, we believe that fees for recreational use of our Nation's lands should be based not on recovery of costs, as some agencies have proposed, but on the value of a public lands recreational experience. And, finally, some part of recreational fees collected for admission to, or use of an area, should be retainable for administration and maintenance of that area without prejudice to regular appropriations for the area.

Thank you for this opportunity to comment.

Senator DeCONCINI. Thank you. Mr. Staveley, I know you are well aware of the Grand Canyon area and others. How does that fee suggestion strike you from your standpoint of having to deal with the public and the services that your company provides?

Mr. STAVELEY. I think the fee is very fair. I think as you said it's overdue. It makes it seem a little large at once, but I don't think it's an unfair fee. I think that it will, in addition to raising some revenue, have another useful purpose that I think we need. That is

to truly determine what the demand is for an area on the rural river. The Bureau of Land Management, I believe, has been taking applications for the use of the rivers at no fee at all. And by putting in I think a \$3 fee, they found the number of applications was reduced by about one-half or one-third significantly. It legitimizes applications. It separates out, I think, the nebulous applications, and the people who are real are evaluated and they really value the experience of being on public lands and having them available.

Senator DECONCINI. Of course, the caveat that some of it, not all of it, go back to the parks?

Mr. STAVELEY. I would prefer to see all of it go back to the park system and the forest system with something like 25 percent to the originating park and 75 percent back to the rest of the system.

Senator DECONCINI. Thank you.

Mr. Maughan.

Mr. MAUGHAN. Thank you, Mr. Chairman. My name is Rex Maughan. I am chairman of the National Concessionaires Conference and represent some 500 concessionaires in the national parks. As president of an important organization I have some five concessions in national parks. I have been spending the last year on the President's Commission on American Outdoors listening to the public tell us how they want to use the public and private lands for recreation. I might add that from Mr. Rappoport, who testified earlier, in all of the hearings that I have been at, which is almost the entire group, I have never heard anyone say we wanted to take away the reclamation funds. I think that he is probably talking about the land and water conservation funds which expire in 1989. And we certainly have talked a lot about that because we feel it has been of a great value in the past. We know that in order to further parks and recreation in America we will need funding in the future. Just to correct that, I think that he must have had those interconnected.

I also just spent the last month in Washington testifying before Senator Wallop's subcommittee on the entrance fees being raised in national parks. And my brief synopsis of that, since there has been quite a concern, is that the American public is willing to pay their fair share. I think that almost without exception they have been the people that have testified before our commission and told us that they feel that the entrance fees are too low in the parks and should be increased. I think the majority of them feel that jumping from a \$2 to \$10 fee sounds like it's astronomical. I feel it should be brought in on a staggered basis. When you more than double a fee, that it should be on a stage basis over a period of 1, 2, or 3 years. And probably \$10 is way under value when you think of what we pay for a movie or to go bowling or something else that we call recreation today.

I think that we probably should look at something in the future now. Now, I believe where it can be increased even more than \$10, I think we have to look at the difference between a 1-day use park and one where people stay 3 or 4 or longer days and that makes a real difference. Some of the proposed administration fees are going from zero to \$5 or \$10, which I think has to be looked at. It could cause a public uproar. I think there is a difference of paying \$10 to go to a 1-day use park rather than going to the Grand Canyon or,

say, to Yellowstone where, in fact, you might stay 3 to 4 days. I think that should be looked at, which they haven't done.

The other thing the administration is doing, they are saying 20 percent of the fees should go to reduce the national debt. I can't remember the exact number. It was so many million dollars that would go to the debt. Forty percent would be retained, and one-half of what was left would be retained in the park where it was collected and the other one-half would go to the other parks which don't collect fees. My personal opinion is that the people that have been testifying before us if they are going to pay increased fees, they want the money to be retained in that park to be used there and not sent someplace else at somebody else's discretion. I feel that is fair. I would recommend it be that way. If more money needs to be appropriated for the other parks than it could be done through appropriations. It shouldn't be just sanctimoniously divided up and split around where it's paid. It should be utilized there in that park and, of course, I believe that it shouldn't be reduced from other appropriations and things if they need the money. We don't want to see basic services reduced, and when I say that I am talking about the maintenance of roads and buildings and things that develop.

Maintenance always costs 10 times as much to bring things back up to standards once it's left behind. We need to keep current on that; so I feel like that we shouldn't be cutting the National Park Service budget for that area. They were talking about 6.6 percent to be cut out of maintenance, and if it has to be cut according to my feeling, it should come out of the other areas. That is probably in supervision. I like the idea of consolidation of our park offices in Arizona, because one of my pet peeves for years have been that money should be—there is duplication within all of the agencies because of the many offices they have. I feel that the supervision on regional areas could—there is a lot of duplication—be combined and reduced down. I have advocated for years that the 10 regional offices could probably eventually be reduced over a period of years to 4. I feel if there was going to be reduction in the budget, it should be in those type of areas, supervision of people versus basic services out in the parks. The parks should get the money they need. We have professionals there, and the other thing that I feel is that we have great managers in the parks and superintendents. They have years and years of training and experience, and they can make decisions if they didn't have a lot of people above them second-guessing them. So I personally believe that if money is going to be cut that it be in other areas and not the parks. The parks need the money.

That is my statement. I want just to put in that I had some others notes here that I feel are probably more important than that other thing. I think the private sector should be involved more and needs to be in the future. We need to increase where there is capital invested by the public because that is where it should come from instead of appropriated from Congress. The volunteers should be encouraged more. I think there are alternate ways to raise funds, and one that the Park Service has, and one that I am aware of that I think should be looked into is the selling of water at the Grand Canyon year round, not only in winter months. I understand there is adequate water that could be sold year round by

them and the money used in other budgets. I could go on and on with things. But because of time, I would like to say that I think our resource base needs to be properly maintained and funds seem to be necessary to do that. Recreation needs to be given a national priority. I think it has been a stepchild. I think that we need a land ethic and that education needs to be brought about to teach stewardship in our parks whether it's city or national parks, in all of our parks and lands about all of our land, water, and air resources.

Thank you for the opportunity to speak, and if you have any questions I would be happy to answer.

Senator DeCONCINI. Mr. Maughan, thank you. We have addressed some of the points.

Let me ask you this: From concessionaires that you present, as I did ask to Mr. Earley, realizing the budget crunch we are in and assuming we can get some user fees, are the concessionaires aware of a need to reassess what they can contribute here? You are talking about perhaps more capital investment. Are they inclined to be in that mood to contribute to the capital needs? The time, you know, is different than it was when you were running Del Webb where we didn't have—we had deficits but nothing like we have today. We didn't have this crunch, to me a crisis, on our public lands. I just want to know what the feeling is. Have you surveyed or talked to your members about it?

Mr. MAUGHAN. Yes; we have very much. We do have other get togethers and on the phone in between, and the concessionaires are very much responsive to this. We have made suggestions. We are currently working with the Park Service to do joint ventures of service of facilities. There have been many things proposed, as Kaibab has in the past, and I think that many of the concessionaires are willing to do things like visitor facilities.

Senator DeCONCINI. It seems to me from my experience working with the concessionaires and so many problems that you have had with the Park Service, or what have you, on administrative decisions and what are considered hassles. Lots of times there is a great advantage to concessions from both sides; you have got something that you can afford to offer and that they need very badly. Hopefully the land agencies would respond by eliminating some of the bureaucratic problems that you have faced, relicensing and some of these decisions that seem to me to be petty and from a business point of view costly and exasperating. It seems like a good opportunity to work together to a mutual advantage. Thank you.

Mr. Johnson.

Mr. NORM JOHNSON. For the record, I am Norm Johnson, executive vice president and general manager of the Fairfield Continental Country Club and Snow Bowl Ski Resort. I represent somewhat of a different issue, but yet the same. That is, the public access of U.S. Forest Service land.

Snow Bowl Road has been the first priority in the forest plan in the last 2 years. As you are aware in 1982 there was a record decision that was litigated for approximately 8 years concerning the development and improvement of the then Arizona Snow Bowl and now the Fairfield Snow Bowl and improvement of access to Snow Bowl Road.

The Fairfield community has invested approximately \$9 million to develop the recreational facilities at the Snow Bowl. This has been private capital. The record decision was that the Federal Government would then provide the paved access road to the San Francisco Peaks. That has now been done. And, of course, the intervening budget constraints have caused somewhat of a concern to all of us, but primarily the loser is the user. This issue was started in 1972 and was very public, of course, you are well aware of that all during that period of time. But we're now 1986, and we're still having to provide that access and probably as most graphically illustrated by a staff reporter in the Arizona Republic. Let me read Pete Rose's article. "In 1985 more people are trying to get up on the same old, twisty potholed road to where the action is." This says it could be part of an Alaskan highway, and the 7-mile adventure reeks of a Arthur Haley paperback thriller. You will always see the foolhardy who think their four-wheel drives will take them anywhere. The reason I brought that up is that we have invested \$9 million to provide a recreational experience to the user in Arizona, and that is between us and that recreational experience.

I have submitted documentation and evidence and comments from the sheriff's office and a variety of other people. It represents a serious safety problem. Probably one of the sticky parts of this issue is, well, that the access provides amenities and will enhance the amenities that are held by the private industry at the end of the road. Fairfield must be able to develop summer amenities at the Snow Bowl to offset capital investment. The access to the mountain is mandatory for summer use. The winter use is unsafe because snow banks shrink the road making a bad situation worse.

I would like to refer to some figures; 172,000 cars per year use the Snow Bowl Road, with the estimate of 2.7 people per vehicle and that comes out to about 464,000 people on one road. Of that number only one-fourth of them would ski. I would submit that if that access were paved that number would be significantly higher.

In reference to the user, we have entered into numerous meetings. The developer is not opposed to participating in the improvement of the road nor never has been. The cost of the fee should be equal to the preceived value by the user. I think it's clearly evident that in the recreational parks throughout the country, the value that is perceived by the public to enter Disneyland or Disneyworld, and they preceive that value and they will pay it. Just recently one of the parks on the east coast raised the price significantly. It didn't effect their entry at all. But what I am pointing out there is the general public is willing to pay; it should pay.

In closing and summary, of course, to go over this as I have for the last 10 or 12 years, we still have the user who is trying to get up and enjoy the recreational facilities and national forests in the State of Arizona with very substandard safety problems and simply deserve better.

Senator DECONCINI. I couldn't agree with you more, Mr. Johnson. As you know we are trying our hardest to get the Snow Bowl Road money, the Forest Service. We thought we had committed here in the July 16, 1985, letter to you, which I will ask to appear in the record from Mr. Reed, the district ranger. That letter indicated, and I quote his last paragraph:

The regional fiscal year 1987 proposed budget will include the Snow Bowl Road. I will keep you advised of the progress in this regard.

All I can give you is the progress report. It's not in the fiscal year 1987 budget, and it is going to be tough to get it into the budget. We are going to try and do what we can to get it started. I think it really is unfair because there is certainly a lot of indications that if your organization proceeded, there would be some effort here.

Let's talk about the reality—or hopefully not the reality—but maybe the reality of not getting all of it. How far is our organization willing to go? Can you afford to consider the so-called cost sharing that we are talking about on the water project or anything else? Have you had any thoughts that we can consider, because I feel we are going to have a commitment made to you just as there have been commitments in the past made that we should fulfill and start a new ball game, but, in fact, the rules get changed in midstream. Have you given any thought to that?

Mr. NORM JOHNSON. Yes; we have. As a matter of fact, we have initiated discussions with four groups that are involved with the Federal Government, the Coconino County, the State, and ourself. We met trying to come up with some type of a joint effort as to what we all could contribute to the funding on the private sector. We are willing.

Senator DECONCINI. To participate?

Mr. NORM JOHNSON. Yes; to participate in any way that we can to provide that access. We are simply beyond the turn back now.

Senator DECONCINI. I hope the Forest Service listens to that. I think it's a generous offer when some commitments have been made. I happen to be part of those commitments when they were made, but now you are willing to participate even further. I think we ought to have more receptive administration in this area. Thank you.

Mr. Naille.

Mr. NAILLE. Mr. Chairman, members of the committee, and honored guests, it is indeed a pleasure to be able to speak today. My name is Allen Naille, and I am president and group chairman of Fred Harvey and AMFAC Resorts, Inc. We have concession operations in Petrified Forest National Park, Death Valley National Monument, Grand Canyon National Park, and Kaibab National Forests. We also operate resorts in Hawaii and California. Fred Harvey operations have existed since before the turn of this century, and I personally have worked in these and other national parks since 1964.

I have watched the role of the national park ranger go from the botanists, biologist, geologist, and anthropologist, to traffic patrolman, to gun carrying, fully qualified law enforcement officers to fully equipped radar patrol vehicles. Now we are asking rangers to hold their Smokey-the-Bear or campaign hats upside down collecting donations at the entrance gates.

Why must this exist when their real job is to interpret the park: To protect the park and its environment.

Parks, monuments recreation areas, and forests obviously have become the most popular tourist areas. They offer a respite from

the hectic regiment of the everyday lifestyle we have programmed ourselves into.

Over the last two decades, Americans have taken up exercise and fitness and what better than using a national park.

While I'm not here to tell you that our parks are overcrowded and visitation has jumped by leaps and bounds, I will admit to increased traffic flow. However, Grand Canyon National Park say 3 million visitors in 1976, the Bicentennial year, and it has yet to return to that level. It has stayed under that number. But, the world has seen double-digit inflation for one-half of the time period, while the Interior and Agricultural Departments had their park, forest, and recreational budgets slashed year after year after year.

Where does it get slashed—certainly not in law enforcement areas—crime didn't go away—no, they slashed maintenance and interpretation budgets.

Park roads are the worst in the country and the only alternative park management has is for people to "Adopt a Pothole." They don't have the funds to plow snow, so I guess we'll close the parks in the winter when we should encourage people to visit rather than summer.

They can't afford to collect garbage, so I guess we'll fill up the canyon's inner gorge. Housing for Government employees is a disgrace. Sometimes I feel the homeless have it better. The last major housing endeavor was the Mission 66 Program designed to upgrade the parks by 1966. That's over 20 years ago and they are still using the housing Mission 66 was designated to replace.

I will not stand here today and talk of efficiency and productivity in Federal agencies. I'm a businessman, and sometimes cry at the waste I have seen over the years. You and I both know that we don't change Government bureaucracy overnight, not in 1 year, not in 5 years, nor a decade.

But that is another issue and another discussion. The Federal land operations have been cut forever without major relief. Whether your feelings were positive or negative toward Jim Watt, he had a philosophy that was right and that was, we'd better clean up what we have before taking on more responsibilities. But we keep buying more land and creating more parks with no staff increases to handle it. Doubling and tripling the acreage with little or no increase in dollars or personnel.

We need more parklands, but we need the logistical support and dollars to handle it.

The Grand Canyon has no natural water source on the south rim—the most popular part of the park. Water flows down through the strata on the north side and is collected in a pipe system with which gravity and pumps push it up to the south side. The system was crude at best when built over 50 years ago. Parts fell into the canyon rust, cracking, rock slides, and ground minerals destroyed much of it over the years. The park could not get money to repair the system held together with duct tape and bailing wire. The system probably lost millions of precious gallons every day. It took the leadership of this chairman, Senator DeConcini, to get someone off their duff and fund this project. If this hadn't been accomplished, Grand Canyon National Park probably would be closed today.

I would like to point out that I don't ask for Federal moneys for anything involving our properties. During the last 12 years for example, AMFAC Resorts, Inc., doing business as Fred Harvey has expended \$33 million at Grand Canyon alone. That is a lot of money. We have historically and completely restored the world famous El Tovar Hotel at a cost to date in excess of \$5 million. At the request of the National Park Service, we removed facilities from the more scenic areas and relocated, away from the rim, brand new facilities and public areas at a cost in excess of \$10 million.

We have destroyed old employee cabins and replaced them with apartments and houses at a cost in excess of \$6 million.

I could give similar examples for Kaibab National Forest, Petrified Forest National Park, and Death Valley National Monument.

We strive for excellence and only offer quality to our guests. It is our responsibility and the price we pay to be so fortunate to operate in our parks, forests, and recreational areas. That same guest deserves the optimum from those federally managed natural resource areas. You really can't find a park or forest in this country that is at optimum levels. I don't really expect we'll ever see realistically what we call perfection, but parks, recreational areas, national forests are the most valuable assets we have. Let's not deprive our future generations their God-given natural and scenic areas. Do you want to be remembered as the generation who let our greatest natural treasures self-destruct? I don't.

Senator DECONCINI. Thank you, Mr. Naille. I take it from your depicting Smokey-the Bear with his hat out, that you think fees for the Grand Canyon is not a good idea or are excessive?

Mr. NAILLE. Actually I was referring to the fact that in some parks throughout the country they have donation booths out, Grand Canyon being one, and they are asking visitors to donate funds for anything, whether it's filling potholes—

Senator DECONCINI. But in the park, what is your observation of this proposal?

Mr. NAILLE. For the fee collection?

Senator DECONCINI. The entrance fee increase at the canyon and the general user fees?

Mr. NAILLE. The \$10 proposed increase I think is excessive, but I also think that in this world there is room for compromise in any issue that comes up. And I think there is room for compromise on the \$10 increase or the \$8 increase. Possibly at some point in time \$10 will be needed. I think the worse situation is for the Golden Eagle Pass Park which has been \$10 which allowed you to go to any national park or recreation area in the country as often as you want to for \$365 and a carload of people at that.

I was at a meeting at the Grand Canyon not too long ago—and someone in this room today—I am sorry, I can't remember who it was—mentioned they can easily afford a \$4 or \$8 fee per person to see a picture of the Grand Canyon in a theater outside the village, and also which most of those people also head over to Disneyland and pay \$10 or \$20 per person to get into the gate, let alone another book of tickets to go on rides. If we can't afford to pay somewhere between \$2 and \$10 to get into a national park, we have a problem.

Senator DeCONCINI. I agree.

Mr. Johnson.

Mr. DAVID JOHNSON. My name is David Johnson. I am a businessman and resident of Phoenix, AZ. I am president of a company specializing in the management and development of hotels, resorts, and in park concessions management. Previously I worked for the Del E. Webb Corp., a major park concessionaire and real estate company. For the last 10 years of my employment I was involved in all phases of acquisition, planning, development, and operation of the five resort/marina and rafting concessions at the Glen Canyon National Recreation Area. I also served as a member of the board of directors for the Conference of National Park Concessioners organization.

Presently I am serving as a technical adviser to the Navajo Nation for the planning and development of two proposed resort/marina projects on the Indian trust lands at Lake Powell, within the Glen Canyon National Recreation Area.

Today I am speaking for myself, as a private businessman, and as an adviser for the Navajo Tribe.

Since that day in May 1963, when the water began to back up behind the Glen Canyon Dam, the visitors to this beautiful water based recreational area have increased in numbers every year. This year well over 2 million people will enjoy a visit to Lake Powell and have the opportunity to participate in the numerous outdoor experiences and view the beautiful lake and canyons. As the public awareness of this highly desirable vacation opportunity spreads, the usage will continue to grow for some time to come.

Within the National Park System, as compared to the older parks, Glen Canyon is a relatively new and still underdeveloped unit, in spite of the substantial amount of facilities that have been installed by both the National Park Service and the concession operators to this date. During the heavy tourist season virtually all facilities are fully utilized and overflowing. Yet according to the potential carrying capacity limitations, established through extensive research by the National Park Service, the area can still be enjoyed and utilized by many more visitors without damaging the natural resource or diminishing the visitor experience. This increased visitor traffic can only be safely accomplished with the installation of additional facilities to accommodate them and thereby spread the usage over areas of the lake not as heavily utilized at this time. Unfortunately, many would-be visitors are now being turned away who are unable to book reservations at the desired facilities. Others are coming to the area in spite of the limited facilities and are enduring the discomforts of overcrowding of certain areas.

The National Park Service has done an admirable job of handling the visitors and protecting the natural resources over the years; given the tight budget circumstances in which they must work. However, we cannot expect the Park Service to handle more visitors every year and continue to protect the resources adequately with less manpower and capital budget funding as they now face.

With the planned addition of two new Navajo resort/marinas at Lake Powell in the near future, and with the contemplated expan-

sion of the existing facilities by both the Park Service and the concession operators, to meet this growing demand for visitor services, it will be imperative that the Congress allocate additional funds to the National Park Service for use at Glen Canyon. These funds are needed for both improvements in the infrastructure and for expanded park service operating budgets.

Glen Canyon National Recreation Area is of very high interest to the domestic and international tourist industry as a major destination attraction. This interest converts to a major income producer for the States of Arizona and Utah, which surround the area. Gross sales from the existing facilities will exceed \$40 million this year and provide direct employment for over 1,000 people. The indirect benefits could be multiplied by several times these figures. Therefore, from an economic point of view it is critical that the delegations from both States work together to insure that funding is provided for the needed capital improvements and operating budgets for the park service. Otherwise, some tourists will go to other destinations where they can get the needed facilities and some will come and overtax the existing facilities at Glen Canyon.

We view these new projects as an opportunity for the Navajo people to participate in the tourist industry in a significant way and to receive the economic and pride of ownership benefits from these projects. The total cost of the projects for full development will be approximately \$80 million. The infrastructure investment required from the National Park Service will be less than \$10 million. The annual sales will be approximately \$25 million. The projects will employ approximately 500 people, mostly Navajos.

Without these funds the increased visitor pressure on this park unit will not be properly taken care of and the States of Arizona and Utah and the Navajo Nation will not reap the economic benefits available to us.

I would like to comment on a couple of things on the user fees. I have noticed in the various recreation areas and parks that I have visited that it would be very difficult to efficiently collect an entrance fee in the entrance. Some use huge back roads and many of the main highways go right through the recreational areas and you can get off at many different points, and I think Glen Canyon is one example. There are numerous other ones: Lake Mead or Mohave and other areas I am familiar with, so I think maybe the method of collection and the efficiency of collection might cost more to collect it than we would get out of it. But I might suggest that some system similar to hunting licenses or a stamp or permit should be purchased at the post office or anywhere else that you could carry on so that a ranger doesn't have to have his hat out at the gate, some sort of stamp that you could put on the car or whatever system so that the collection efficiency would be increased.

Also, people I have come in contact with and talked to over the years avow and feel strongly as has been expressed here that the fee should go back into the parks for their direct budget. I notice, and I have been involved heavily with your office and in some of the others your office is trying to get the needed funds that the Park Service has to—that they have need of are for infrastructure to develop these parks. The problem being is that those funds are approved and budgeted on an annual basis, however, the conces-

sionaire is the partner and he is permitted to spend his money up front. And as Mr. Johnson pointed out, they have spend their money and are waiting for their partner to come up with their share. I think the system is not right. I think it's not fair that concession operators have the wait and the public has to wait.

I think perhaps some of these entrance funds and some of the concession franchise fees already being paid could be allocated for the amortization of some sort of bonding system; in other words, a revenue bond so that improvements would be done on the front end by the Government, by the Park Service, or the Forest Service, or a fund created that would amortize out of future interest or future concession franchisees.

And if each of the concession areas does pay a substantial amount already that goes into the national general fund, a certain percentage of gross receipts is being paid, those funds would be allocated directly back into the parks and would be a substantial benefit.

Thank you.

Senator DECONCINI. Thank you; Mr. Johnson.

Mr. CILEK. Just one relating to liability insurance. I don't know if the increase in the rates has put you in a bind or if you would like to comment.

Mr. DAVID JOHNSON. I would say that everybody in recreation in the United States has been hit by that from a 100- to 5,000-percent increase in premiums if they can get the insurance. We have had many operators that are not able to get insurance at all. It has been a major problem. We certainly need appropriate form of our legal laws and insurance laws.

Senator DECONCINI. How many concessionaires were not able to open up that you are aware of?

Mr. DAVID JOHNSON. Well, at this point I can't tell you exactly.

At this point I can't tell you exactly, but I know some of them were smaller horseback operators, and I know some of the river-runners that had a difficult time.

I would like to add that we are a little disappointed that all the preoccupation seems to be with product liability in Washington, and there is another real need in the general liability area where concessions and permittees simply can be denied the right to operate if they don't have insurance. Federal agencies have been somewhat flexible this year, but there is no indication they might next year's situation feel the same or worse.

Senator DECONCINI. Gentlemen, thank you. I want to say that I think that concessionaires and the general public in Arizona are very fortunate for the quality of service you provide there. I know you get hit up from the users in some of the different groups, but I am proud of the concessionaires in Arizona in general, and of the interest that you have for the preservation of our parks and Forest Service land and compliment you for that.

ADDITIONAL SUBMITTED STATEMENTS

Thank you for being here and participating. I want the record to show that the committee thanks you and appreciates your board of supervisors in Maricopa County for the use of their facility there. I

would like to at this time to include for the record a letter from Sierra Vista, from the National Park and Conservation Association, and from the Lake Powell Yacht Club. Any additional statements or letters will also be included in the record at this point.

[The information follows:]

STATEMENT OF BERNARD L. FONTANA, TUCSON, AZ

As a native Tucsonan who grew up in the Santa Cruz Basin, you are aware of the unique geographical position of Tucson: a Sonoran Desert city partially ringed by 9,000'-feet high mountain ranges, ranges whose springs, streams, evergreens, and wildlife provide us with very special recreational and educational opportunities. These "islands in the desert sky," which are also our life-sustaining watersheds, are among our city's most important assets, an importance destined to grow even as our population continues its upward climb toward the one-million mark.

You are also aware that the administration of these mountain lands, virtually all of them in federal ownership, is a mixed one. The U.S. Forest Service has jurisdiction over the Coronado National Forest, including large acreages in the Catalina, Tanque Verde, Rincon, and Santa Rita mountains. Simultaneously, the National Park Service manages the acreage within Saguaro National Monument, including the Rincon (east) unit in the Rincon and Tanque Verde mountains. The latter is enclosed on three sides by the Coronado Forest.

At the present time, National Park Service planners are attempting to devise a long-range management plan for Saguaro National Monument. Those of us who attended public hearings concerning this plan became immediately aware that the planners are being forced to do their work in a vacuum, largely because of the fact they have no knowledge of or control over what may transpire in the next ten or twenty years in the adjacent Forest Service jurisdiction.

It is apparent that in terms of geography, these mountains are a single unit. It is equally obvious from the point of view of the majority of taxpayers that they should be managed by a single federal agency under a single mandate.

Most of these lands offer little in the way of commercially viable products such as timber or minerals, and their value as grazing areas is marginal at best. They are principally a recreational and, potentially, educational resource and should be efficiently managed as what they have in fact become, an urban recreation/education area.

It would seem likely that the National Park Service is the appropriate agency to manage what might become something like the "Tucson Basin National Recreation/Education Area," leaving Saguaro Monument intact but giving the Park Service authority to administer adjacent lands in a somewhat less restrictive way. Without having facts and figures at hand, one can only speculate that removing at least large parts of the Catalina, Tanque Verde/Rincon, and Santa Rita units of Coronado National Forest from Forest Service jurisdiction and turning it over to the National Park Service would be cost effective. At the moment, both agencies are duplicating services in adjacent lands in ways that can only be viewed

as inefficient. And in terms of long-range planning, the arrangement is all but hopeless.

What is needed in this situation at the very least is some kind of legally-structured, integrated administration of these public lands.

Thank you for your consideration.

LETTER FROM LEN ROBERTS, DIRECTOR, DEPARTMENT OF COMMUNITY SERVICES, CITY OF
SIERRA VISTA

June 20, 1986

Ms. Patty Lynch
Legislative Assistant
Office of Senator Dennis DeConcini
United States Senate
Washington, D.C. 20510

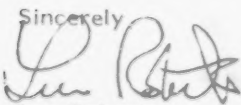
Dear Ms. Lynch:

This letter is to emphasize the importance of retaining adequate financing for Federal Outdoor Recreation Programs and Open Space Facilities within the Pacific Southwest Region of the United States.

Programs of the National Park Service, the Forest Service, Bureau of Land Management, and the United States Fish and Wildlife Service have historically played an important function in retaining the local heritage and national environments which have been so important in the development of our nation.

The impact of decreasing these programs will have a negative affect on the present and future development of our federal open spaces in Arizona.

Sincerely



Len Roberts
Director
Department of Community Services

STATEMENT OF C. RUSSELL TURNER, COMMODORE, LAKE POWELL YACHT CLUB, INC.

Our organization has been in existence since 1972 on Lake Powell which is 186 miles long with 2000 miles of shoreline and is part of the relatively young Glen Canyon National Recreation Area. Today, we have over 500 member families living throughout the southwestern United States.

Our organization has held many meetings over the last fourteen years with representatives of the GCNRA Park Service and we have addressed many letters regarding our concerns and the problems evident on this lake.

We have been told that in the very beginning, the powers that be, never expected Lake Powell to become the popular major tourist attraction that it is today. Consequently, the budget has always fallen short of providing the growth and expansion necessary to meet the needs and to provide the services demanded by the increased visitors. The lack of expansion and growth has created some very major safety and boating hazards, and also some serious pollution concerns.

In our club by-laws, we have three stated objectives that are germane to the present undesirable situation all users of Lake Powell are facing. These specific club objectives are:

- A. To promote better boating and water safety;
- B. To develop more adequate boat storage, launching facilities and dock facilities;
- C. To prevent the pollution of Lake Powell and neighboring recreational facilities.

Within the context of the above stated objectives, our organization wishes to go on record with a general statement regarding our concerns that neither the National Park Service, nor the concessionaire, Del E. Webb Recreational Properties, Inc., has adequately planned for the current use pressures and demand upon Lake Powell. Furthermore, we wish to state that present fulfillment of currently existing responsibilities to the using public by both NPS and the concessionaire fall far short of standards users would normally expect. This is especially true in the case the frequent user who, to a considerable degree, has invested heavily in a lifestyle centered around enjoyment of Lake Powell (investment in a boat and mooring etc.).

Some specific issues that elaborate upon the concerns stated above and create congestion, safety hazards and pollution are:

1. The failure of the NPS to provide adequate law enforcement lakewide.
2. Adequate maintenance of the existing buoy system.
3. Lack of an adequate lighted buoy system which makes safe night operation on the lake virtually impossible.
4. NPS vessels used for rescue and assistance have inadequate VHF marine radio communication and the NPS VHF marine base stations are inadequately equipped and do not provide adequate monitoring.
5. The Glen Canyon National Recreation Area does not have a medical rescue helicopter available for critical emergencies involving human life.
6. The sewage pumpout stations lakewide are totally inadequate. The existing pumpout facilities are needing immediate expansion. The deplorable state of this important facility is contributing in a major way to lake and beach pollution.
7. The marinas each have very lengthy waiting lists for slips and buoys.
8. The congestion at the marinas and launch areas creates many hazards.
9. There is a serious shortage of courtesy dock space.
10. There is a shortage of vehicle parking space for not only single car but also those with boat trailers.
11. Adequate breakwaters at all marinas and launching ramps.

While the present lakewide development concept plans appear to address some of the conveniences and service issues enumerated above, they are already years behind in meeting today's needs and will in all probability, fall short of the need that will exist at the plans completion. Furthermore, the plans do not really address most of the very serious safety issues enumerated above.

Although, we are looking forward to the development of a new marina at Antelope Point to relieve some of the congestion at the existing Wahweap Marina and to offer competition to Del E. Webb Recreational Properties who currently have a monopoly on Lake Powell, we also see that unless a sizeable budget increase is realized immediately by the National Park Service, we will see the same problems at the new facility that we have at the existing marinas.

Statistics are available for comparison on the number of visitors to each recreational area. These statistics show that the Glen Canyon National Recreational Area has as many or more visitors than other Recreational Areas and National Parks but the budget does not reflect this fact.

The club's Board of Directors has even discussed the possibility of user fees in the Glen Canyon National Recreation Area. We realize that the parks should be free to the people. But, under the circumstances existing on Lake Powell, maybe this philosophy should be changed to read "user fees are necessary for the protection and enjoyment of people in the park."

We would like to go on record in support of user fees for the GCNRA only if Congress will allow the user fees collected to be returned to the park and not put in the general fund.

We believe that the club's objectives are also concerns of visitors to Lake Powell who are not club members. Therefore, we would encourage you to assume that over 2,000,000 people are concerned about the congestion, safety hazards, and pollution on Lake Powell.

In view of the past and present situation in the Glen Canyon Recreation Area and the age old tired excuse offered by local NPS personnel for lack of money, we would like to urge and encourage you, our governmental representatives, to take a long hard look at the unique problems of the Glen Canyon National Recreation Area.

LETTER FROM JIM RONSTADT, DIRECTOR, PARKS AND RECREATION, TUCSON PARKS AND RECREATION DEPARTMENT

JUNE 24, 1986

Ms. Patty Lynch
Legislative Assistant
Office of Senator Dennis DeConcini
United States Senate
Washington, D.C. 20510

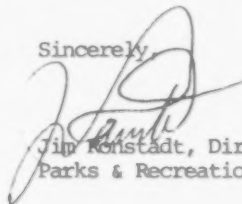
Dear Ms. Lynch:

It is of great concern to me as a member of the Arizona Outdoor Recreation Coordinating Commission, as Director of the Parks and Recreation Department of the City of Tucson and as a citizen of the State of Arizona, that as Federal cutbacks occur, the national park system, enforcement of park laws,

and voting safety laws, heretofore, administered through the National Parks are being de-emphasized by cutting of critical personnel. I would hope that in all federal areas where there is a federal commitment to operate facilities, especially lakes, water ways, national forests and parks, that the federal government will not allow the impact of eliminating their responsibility to fall on the State, counties or other local jurisdictions.

Thank you for your consideration.

Sincerely,



Jip Konstadt, Director
Parks & Recreation

STATEMENT OF CLARENCE W. DUPNIK, SHERIFF, PIMA COUNTY SHERIFF'S DEPARTMENT

Thank you for this opportunity to share with you my concerns over limitations placed on cooperative law enforcement funds currently being received by the Pima County Sheriff's Department.

Continued, and even increased, financial support from the Federal Government for local law enforcement efforts in the National Forests is most desirable. This is especially true in Pima County where almost 330,000 acres of the Coronado National Forest lie. Almost all of this area is heavily used for both summer and winter recreational activities. This use rises dramatically every year as Tucson's year-round and vacation population increase. This increase, of course, escalates the need for law enforcement and public safety coverage within the area. As a result, an increasing amount of manpower and resources are being dedicated each year to provide adequate service.

My primary concerns regarding the current method of funding this service are as follows:

1. Money for the federal fiscal year of 1985-86 (approximately \$52,000) was not made available until late May 1986. The short time period between May and September 30, 1986 simply does not allow adequate time for planning, research, paper flow, and the signing of contractual agreements between the Forest Service, the County, and outside vendors. In many instances, a bidding process is necessary, and current time constraints make this process nearly impossible to accomplish.

I propose that in the future the Sheriff's Department be notified what funds will be allocated for each fiscal year near the beginning of that year. Since the Department is providing law enforcement within the National Forest on a year-round basis, we also need to know what monies are available throughout the year.

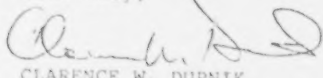
2. The second problem, which incidentally is compounded by the first, is the fact that we are prohibited from using any of the funds for the purchase of vehicles. This makes it necessary to attempt to lease required vehicles. Since the funds must be expended during the current fiscal year, we are restricted to a three to four month lease because there is no assurance of funding beyond the current year. This situation is compounded by the fact that the County's fiscal year ends on June 30 each year.

In past years when federal funding was available, direct purchase of vehicles for Forest Service use was permitted. I recommend that that method be resumed as soon as possible.

3. My third concern involves the \$1500 per item limitation on expenditures. This figure is somewhat unrealistic in light of the fact that most state of the art law enforcement equipment far exceeds that dollar amount. I suggest that the per item limit be lifted or at least placed at a more realistic figure of \$5000. Vehicles, of course, should be exempt from this limit.

Thank you for your time and consideration of these matters.

Sincerely,


CLARENCE W. DUPNIK
Sheriff of Pima County

STATEMENT OF DUANE F. HEATWOLE, MAYOR, CITY OF PAGE

As per Senator DeConcini's request, I would like the following comments placed into the Official Committee Hearing Record on the Proposed Federal Budget for the National Park Service.

The City of Page borders the Glen Canyon Recreation Area and is impacted greatly by the pressure of visitation to the Lake Powell area. Almost from the time of our incorporation, it has been obvious to us that personnel and facilities have always lagged years behind the demand that the visitation puts on this recreation area.

It is obvious to us because it touches our citizens in many ways -- Our own people, who live just seven (7) miles from the launch ramp, have to haul their boats back and forth every day because there are no slips available; or they can't pump their sanitary tanks because the pumpout facilities are inadequate to meet the heavy demand. Many days there is no parking available.

These are but a few of the inconveniences our local citizens encounter. What is the impact on the visitor who travels hundreds of miles to spend time and dollars in this beautiful area?

We are now seeing an impact on our business community in the area of marine sales. How can we possibly expect a company which sells houseboats and larger cruisers to stay in business if there are no mooring facilities available and a lack of proper service while on the lake?

The consideration of the Antelope Point Marina construction will have great economic impact on our area. Present budgetary cutbacks and constraints imposed upon the Park Service serve to limit expansion of the goods and services offered by Del Webb Corporation, the concessionaire for the Glen Canyon Recreation Area. Expansion of Del Webb facilities means an expansion of visitors to our City.

Budgetary restraints to the Park Service have not allowed adequate personnel to be available for back-up and support systems required by expansion of present facilities. The existing conditions are less than adequate. It is our opinion and our plea that the needs of personnel and much needed expanded facilities be met.

All citizens have the right to expect a proper visit to this grand and glorious area. On far too many days they are now arriving to find no parking, no camping, long lines for launching, inadequate facilities on the water and sheer havoc trying to load and leave the area.

Every year the visitation pressure becomes greater and the inadequacies larger. Budget cutbacks are not the answer and most certainly would be an economic disaster to the City of Page.

STATEMENT OF PAUL W. HIRT, SIERRA CLUB, GRAND CANYON CHAPTER

Mr. Chairman, members of the committee, I appreciate this opportunity to discuss the concerns of the Sierra Club regarding Interior and related agencies' budgets. A decade ago Congress passed two very important, very comprehensive laws dealing with overall management of U. S. Forest Service and Bureau of Land Management lands. These were the National Forest Management Act and the Federal Land Policy and Management Act. These two laws established environmental policy, mandated a comprehensive planning process, and set out basic management guidelines. In ten years neither law has yet to be even substantially implemented. The agencies are attempting to comply with the law in many cases, but are unable due to a lack of budget and staffing resources. It is unfortunate whenever Congress passes a strong and meaningful law regarding the public interest and then fails to appropriate the funds necessary to implement that law.

In Arizona, the Forest Plans mandated by N.F.M.A. in 1976 finally began coming out in draft form for public review in 1982. The first two Plans by the Tonto and Coronado National Forests were so flawed and inadequate that entirely new Plans were written and resubmitted for public review in 1985. As of this date, only one Forest out of six in Arizona has a final plan adopted. There have, as yet, been no appeals by the public to delay Final Plans, so this is entirely an agency timetable. Funding shortages are at the basis of this long delay. Delays are problematic because the law says the agency must first complete a Plan, then implement the decisions of the Plan, and then monitor the implementation to see whether the Plan's goals are being achieved. All this is supposed to culminate in a new or revised Plan every ten to fifteen years. This is a logical, pragmatic and professional process, and the Sierra Club respects its intent. Unfortunately, however, the agency has been stuck in the planning phase for a decade and grave flaws remain. To properly implement the Plans, and the law, increased funding -at least for these initial Plans- is essential.

Additional problems besides delays can be traced to budget shortages in Forest planning and management. Huge gaps in information necessary to make informed decisions are accepted because there is no budget to develop the needed data. For example, resource inventories are incomplete, range condition and trend figures are often decades old and outdated, and environmental impacts of past and current management activities cannot be accurately assessed. In terms of management problems, reforestation of logged areas is way behind schedule and often ineffective, improvement of riparian areas and soil and watershed conditions that have been degraded by overgrazing is delayed or does not

occur at all, trails are deteriorating, and recreation facilities have reduced services while new sites cannot be constructed. To provide many examples of all of the above would be easy but time consuming. Instead I will focus on one specific issue: Recreation.

Here in southern Arizona recreation is the most critical resource issue. By way of illustration, I shall draw on information from the 1985 Coronado National Forest Plan, which I am intimately familiar with, having worked with the Forest's planning staff for the past four years. In the development of the Forest Plan a budget constraint was applied so that the proposed actions could be realistically implementable. In the recreation data which follows, the "proposed plan" achieves the maximum which is possible given expected budget levels. The figures for "potential supply" are what could be achieved if there was no budget constraint. The figures for "future demand" are a conservative estimate based only upon future population projections. (While population in the management area has increased at about 4% per year, recreation during the same period increased at about 7% per year. The expected demand is probably greater than estimated.)

RESOURCE OUTPUT IN THOUSANDS OF RECREATIONAL VISITOR DAYS

Resource	<u>Proposed Plan</u>		<u>Potential Supply</u>		<u>Demand</u>	
	1st Decade	5th	1st Decade	5th	1st	5th
Developed Recreation	1317	1565	1547	2715	1440	3179
Dispersed Recreation	815	1798	856	1888	1013	2237
Wildlife Recreation	330	646	356	715	386	853
Wilderness Recreation	343	758	368	813	254	1005

(From: Forest Plan page 9, table 1)

To summarize the above figures: due to budget limitations, the Coronado Forest will never be able to offer to the public its real recreational potential; and due to demographic conditions and ecological constraints the projected demand for recreation will always outstrip even the maximum potential supply. This is an unfortunate state of affairs, especially for a state whose number one industry is tourism and recreation.

According to the Forest Plan on pp. 10 & 11, "Nearly all (developed recreation) sites are operated at a reduced service level which results in a shorter season of use and limited clean-up and maintenance. At many sites the quality of the visitors' experience has deteriorated considerably. Water quality, visitor control, and general resource protection continue to decline... If current management direction continues, it is expected that many of the existing sites will be removed or closed... The proposed Plan will satisfy only 49% of the projected future demand for developed recreation by period five. Only 20% of the developed recreation sites will be managed at the full service level."

Related to recreation is the problem of road access and trail maintenance. On page 8 the Forest Plan says, "Access to Forest lands is becoming increasingly restricted as development occurs on adjacent lands...The Forest transportation system has deteriorated over the past ten years while use has drastically increased." The Plan then explains that there is a need for acquiring legal rights of way and trailhead access for forest users, as well as resources for construction and maintenance of roads and trails. On page 22, the Forest Plan states that "Current management direction does not permit adequate maintenance of roads and trails for the future..." and "As roads and trails continue to deteriorate with time safety hazards and damage to other resources is expected to increase." Because of budget limitations, the Forest is only planning one and a half miles of trail construction and reconstruction per year for the next ten years. There are nearly a thousand miles of trails on the Coronado Forest. (Plan, p.26 & 21)

The Forest budget for road maintenance has increased in more recent years along with road construction dollars for timber harvests, but funding for trails has continued to decline. The problem lies in several areas: the Forest Service budget planning process has been reprogramming dollars from "soft target" categories like recreation visitor days and putting them into "hard target" categories like timber and range. The Congressional appropriations process has not reinstated the lost dollars. Even after appropriations, many recreation dollars and other line item funding is reprogrammed into hard targets. For example, according to the Southwest Regional Office of the Forest Service, road construction dollars that are expected to be shared between timber harvest needs and recreation (access) needs are overwhelmingly channeled into the timber program until timber targets are met, no matter what the loss is to recreation targets for dispersed and developed needs. Cultural resources line item #074 funding is also channeled into clearances for timber harvests. Wildlife dollars are channeled into timber harvests sometimes for impact mitigation and sometimes under the guise of "improving diversity." In these and other ways, recreation dollars have drastically declined since 1981, while use and demand has drastically increased. This imbalance in priorities has created a critical management problem and the agency as well as the public suffers greatly. An increase in recreation funding specifically earmarked for "RECREATION O&M", which is not a line item, but has suffered the greatest funding losses, would go a long way to alleviate the problems. Funding should also be earmarked for TRAIL MAINTENANCE and RIGHTS OF WAY acquisition, which are also not line items, but fall by the wayside with the emphasis on hard targets. Developed recreation opportunities can be enhanced by increased funding for the RECREATION: CAPITAL INVESTMENT line item. It is essential that the Congress make clear to the agency at the National, Regional and statewide

levels that dollars intended for recreation be spent on recreation and not reprogrammed into hard targets. To effectively accomplish this will require amending the impossibly high R.P.A. targets for market resources which drive Forest Plans. It will also entail changing administrative emphases on rewarding Forest Service employees solely on their ability to meet hard targets rather than soft targets.

Should the Committee wish to consider specific needs of the Coronado National Forest, page 27 of the Plan, Table 8 lists recreation site construction needs in order of priority. Page 28, Table 9 lists 19 recreation site water systems which need reconstruction. Page 29, Table 11 lists 31 right of way needs for the first decade. And, finally, page 32, Table 14 lists trail construction and reconstruction needs.

The Sierra Club recommends at least a 50% increase in overall recreation budgets nationwide. Shuffling funds around for specific projects (such as the recent Sheep Bridge appropriation on the Tonto Forest) takes away needed dollars from other Forests and regions. Directives to spend money on specific projects without appropriating new money for the projects only serves to redefine priorities for an agency which knows best what its recreation needs priorities are. Unless the reshuffling of funds puts more total dollars into recreation, the result is simply the robbing of Peter to pay Paul. The problems outlined here are widespread and chronic. They require a larger national commitment to more balanced funding. The timber and road building budgets, like the Pentagon budget, are bloated to the point that they are wasteful. A shift of funding here would be productive and desirable.

I would like to turn briefly to a consideration of B.L.M. planning before concluding this statement. F.L.P.M.A. requires of the B.L.M. a similar planning process as N.F.M.A. requires of the Forest Service. The B.L.M.'s Resource Management Plans (R.M.P.'s) as they are called, have, like the Forest Plans, taken a decade for the first ones to come out in a draft form. Unlike the Forest Service, however, the B.L.M. has not been working as consistently or diligently on the preparation of the R.M.P.'s. In Arizona, the Sierra Club has commented on two draft R.M.P.'s and is involved in the preparation of a third. One Final R.M.P. has been protested. In all cases, resource inventories have been negligible, impact analyses and development of alternatives have been extremely weak, the management plans have been shallow and biased, and essential elements such as habitat management plans, allotment management plans, O.T.V. management plans, resource recovery plans, and monitoring plans are completely non-existent in one or another of the R.M.P.'s. The planning schedules are so accelerated that the preparation of the R.M.P.'s will necessarily be incapable of meeting

F.L.P.M.A. guidelines. In terms of recreation, the protested R.M.F. did not even identify recreation as an issue to be addressed in the Plan.

One of the most fundamental problems in B.L.M. planning is the very limited budget. While the Coronado National Forest has been developing allotment management plans for nearly half a century and is currently revising them at a rate of ten per year, the Lower Gila South Resource Area of the Phoenix District B.L.M. does not have a single allotment management plan at all. In fact, they had only completed one brief range condition study before writing the R.M.P.

Major gaps in data result in poor planning. Poor planning results in poor management. Poor management in the Lower Gila South Resource Area has resulted in 40% of the allotments producing forage at less than half their natural potential, and 90% of the allotments in a "static" or "declining" trend. Poor management has resulted in 1500 acres of fragile "desert pavement" soils being in a condition of "severe erosion." It has resulted in five desert riparian washes being in "severe-critical erosion condition." This is according to the agency's own data and the list goes on.

The B.L.M. needs additional funding for land management and planning if it is to comply with the reasonable goals, policies and standards established by F.L.P.M.A. for multiple use and resource conservation. The agency cannot comply now, yet it must in the future if we expect our public lands to remain healthy and productive.

There is an unfortunate tendency for Congress to re-write the Public Land Laws, in essence, every year through the indirect medium of the budget process. This can compromise the original legislative intent, create inconsistency, and distort sound and balanced management processes. We implore the Committee to properly address overall planning and management budget needs and to restore a greater balance of funding between commodity production and amenity protection.

Again, thank-you very much for this opportunity to address the Committee and thank-you for your consideration of these important issues.

STATEMENT OF PATRICK S. WILLIS, PRESIDENT, ARIZONA WILDLIFE FEDERATION

I would like to take this opportunity to express our appreciation for being invited to participate in the Senate Appropriations Subcommittee hearing.

Obviously, the Arizona Wildlife Federation is very much concerned about Federal budgets for the National Park Service, Forest Service, Bureau of Land Management, and U.S. Fish and Wildlife Service as they relate to Arizona parks, refuges and forest.

While it would be virtually impossible for us to comment in detail, on proposed budgets we have not had the opportunity to review, we have definite opinions on past and current fiscal policies. Areas of concern are:

1. Wildlife - the needs of wildlife have not received adequate emphasis from both a monetary and field management perspective.
2. Cattle, Timber, Mining - these consumptive users have historically received primary emphasis from the various land management agencies. This was clearly apparent during the recent review of forest service land management plans (LMP's), where the value of wildlife and recreational uses of forests was clearly understated.
3. Recreational Facilities - as Arizona's population continues to expand, there will be an ever increasing demand placed on all land management agencies, to provide adequate recreational facilities. Current facilities are grossly overused, under maintained, and in short supply.
4. Field Staffing - budget constraints have been directly responsible for under staffed land management agencies, which in turn results in inadequate performance that places Arizona's natural resources in jeopardy. Quite often problems such as over grazing, improper timber harvest and environmentally damaging mining practices, can be directly traced to a general lack of personnel to adequately manage such land uses.
5. Habitat Improvement - budget constraints have forced land management agencies into a "crises management" posture, where they attempt to do as much as possible with the available monetary resources. This has been a losing program, as we continue to see a general environmental deterioration of Arizona's natural resources. The mere thought of implementing significant habitat improvement programs, is considered unrealistic given the monetary crisis.
6. People Management vs Resource Management - land management agencies lack adequate funding to properly manage Arizona's natural resources, resulting in increased emphasis on "people management." This is done by not allowing public access into many areas of the forest and parks via road closures, access restrictions, wilderness designations, etc. To control these recreationists with current staffing, agencies seek to congregate them in specific areas so they can "manage" them better. Obviously, the quality of recreation and the "outdoor experience", greatly suffers.

All of the concerns listed can be properly addressed in a variety of ways, but any effective program will require a significant increase in operating funds. No one questions the dedication of the various land management agencies, but there is a real limit as to what can be accomplished given current budget constraints. The impact of the Grahm-Rudman law has a potentially negative impact on our natural resources.....AN IMPACT THAT COULD BE IRREVERSABLE!

In the way of a recommendation, the Arizona Wildlife Federation calls on the Legislative and Executive offices to recognize the fiscal needs of the land management agencies and to respond with significant budget improvements to allow:

1. Increased field staffing.
2. Emphasis on natural resource management.
3. Improved recreational facilities to meet public demand.
4. Recognition and proper management of wildlife resources and their value to all.

To ignore these recommendations invites environmental problems of a magnitude that could only be called devastating.

We encourage you to feel free to contact us regarding any outdoor matter. Also, please be advised we may wish to enter additional testimony into the committee hearing record, and this information should be considered an addendum to this letter.

STATEMENT OF RUSSELL D. BUTCHER, REGIONAL REPRESENTATIVE, SOUTHWEST AND CALIFORNIA, NATIONAL PARKS & CONSERVATION ASSOCIATION

Many thanks for your June 4 invitation to appear, on behalf of National Parks and Conservation Association, before the July 1-2 Senate Appropriations Subcommittee on the Interior and Related Agencies public hearing in Phoenix, to offer comments on the proposed federal budget for the National Park Service. I regret that a prior commitment will keep me from participating at the hearing, but I wish to request that this communication be included in the hearing record.

One of our deepest concerns, here in the Southwest and California, is that already implemented and anticipated larger federal budget constraints and cutbacks for the National Park System units are beginning to impair and even eliminate seasonal staff hiring. In the past, the National Park Service has been able to hire urgently needed seasonal personnel in order to meet the needs, created by peak-season park visitation, for increased capabilities in such vital areas as visitor health and safety, resource protection, interpretation, and maintenance. This long tradition of seasonal hiring has resulted from the obvious and basic fact: when visitation increases dramatically--as during the summer vacation season, it is then essential to respond by seasonally enlarging park staffs.

It is particularly distressing, therefore, to witness the current and anticipated even greater budget-reduction impacts upon the National Park Service's capacity to offer the critically important increased level of staff services to meet seasonal increases in visitation.

In park after park, we are discovering that seasonal hiring in the summer of 1986 is dramatically down from the past. In some instances, seasonal staff are reduced to zero. Yet, visitation to the National Park System continues its generally steady upward escalation--with some park units in the Southwest and elsewhere already this year reporting as much as a 20 percent increase over recent years.

There are several different kinds of seasonal hiring that are being impaired:

- (1) National Park Service seasonal personnel,
- (2) specially funded programs such as the YCC, and
- (3) the private Student Conservation Association (SCA) high-school and college student program that receives some federal matching funds.

There is a quadruple tragedy in this budget-reduction impact that is reducing or in some instances actually eliminating these important seasonal staffing programs:

- (1) visitors are, as a result, receiving reduced interpretive and other park services,

(2) park protection and maintenance programs are being reduced,

(3) many individuals--a majority of whom are students and other young persons--are being denied the richly rewarding experience of working in the national parks, and

(4) the federal government is being denied the economic bargain provided by these low-cost staff assistance programs such as the YCC and SCA.

We strongly urge, therefore, that the National Park Service seasonal, YCC, SCA, and similar employment programs not only not be reduced or eliminated, but be increased to help provide appropriate levels of visitor services and park resource protection; to offer opportunities--golden opportunities--for more individuals, especially students and other young persons, to find seasonal employment in the national parks and other public lands; and to provide such services and employment at a fraction of the cost of regular full-time federal employees.

The current and anticipated reductions and eliminations of seasonal staffs and YCC and SCA programs is nothing short of "penny wise and pound foolish." Such federal funding cutbacks can only increasingly reduce the protection of the irreplaceable natural and cultural resource values the national parks have been established to preserve; reduce the level of enjoyment visitors should be experiencing in the parks; deny to many young persons the personal enrichment that comes from working in the parks; and lose the great financial benefit that has long flowed from these low-cost programs.

We urge every effort be made to assure the continuation and enhancement of these vital seasonal employment programs in the National Park System.

STATEMENT OF JOE D. RICHARDS, SHERIFF, COCONINO COUNTY SHERIFF'S DEPARTMENT

Thank you for allowing me the opportunity to testify before the Senate Appropriations Subcommittee concerning SISK Contracts with the United States Forest Service.

The Coconino County Sheriff's Department has had cooperative agreements with the national forests in Coconino County for nearly 15 years and enjoy an excellent working relationship with Forest Service personnel throughout the county. As you know, Coconino County is the second largest county in the United States with more than 18,500 square miles, so cooperation and good working relationships are absolutely essential to our mutual success.

Over the past several years, we have seen a significant growth in requests for law enforcement services in the outlying areas of Coconino County. Because this region is a major tourist attraction, many people visit Coconino County for vacations, fishing, hunting, hiking, and other types of outdoor activities. This increased use of forest lands has impacted our department in terms of law enforcement calls for service. Additionally, points of public concentration have been created by the Forest Service, such as snow play areas which result in more law enforcement problems.

Most counties are in financial difficulties trying to provide mandated services to an ever increasing population. With reductions in federal dollars, the ability to provide these services has been greatly affected.

The monies that we receive from the U.S. Forest Service does not equate to the actual costs of providing law enforcement services. Even though we have reduced federal funding, we cannot stop providing law enforcement service in these rural areas. Remote subdivisions like Forest Lakes, Blue Ridge, and Clear Creek Pines continue to be impacted with burglaries and thefts. Search & Rescue activities are on the increase as a result of more people being attracted to these remote areas of Coconino County.

Anything that could be done at the federal level to increase funding for law enforcement would be very beneficial to the Coconino County Sheriff's Department.

STATEMENT OF BRUCE BABBITT, GOVERNOR, STATE OF ARIZONA

Thank you for the opportunity to comment on budget allocations for the major land management agencies. These allocations are critical issues to Arizonans because the federal government manages 45 percent of our land area.

My Task Force on Recreation on Federal Lands has just completed its study of federal agency land management in Arizona, looking particularly at recreation needs. The Task Force developed many recommendations for improving land management to better meet Arizona's needs, including a number that specifically address the planning and budgetary process. I endorse the Task Force's major findings on budget allocations. I have attached a copy for you to review in detail.

I recognize that budgetary realities require hard choices in setting priorities. Enhancement of recreational opportunities through changes in spending patterns is vital for the well-being of our citizens and can be a useful stimulant to depressed rural economies.

I recommend several approaches to address this critical issue. Recreation should be the highest resource priority for agencies in Arizona. These priorities should be reflected by increased funding commitments. Funds should be reallocated from lower priority commodity resource uses to recreation. User fees can be charged to provide facility management funds. However, all resource users must be charged equitably based on their activities and the resulting resource damage. A trust fund should be established from non-renewable resource revenues for investing in recreational facilities. Funds can be reallocated from other programs of lower priority to accomplish these important goals.

Thank you again for the opportunity to comment on this important issue.

STATEMENT OF WILLIAM G. ROE, CHAIRMAN, ARIZONA OUTDOOR RECREATION
COORDINATING COMMISSION

The Arizona Outdoor Recreation Coordinating Commission has administered the Land and Water Conservation Fund (LWCF) on behalf of the State of Arizona since the inception of the program in 1965. Because of the LWCF monies available to Arizona we have seen an incredible success story of governments at all levels working together to see that public outdoor recreation opportunities are available for residents and visitors alike. The benefits that have accrued to Arizona communities participating in this grant program are numerous and significant. However, each year because the total need far exceeds the amount of assistance available, we have seen many hopes and plans of our cities and towns end up unrealized.

When the President's Commission on Americans Outdoors reports its findings later this year, the need for a stable dedicated source of money for future public investments in park, open space, recreation and natural and cultural resource areas will emerge as the key element of the recommendations. At the present level of funding, it is still possible to catalyze local resources and energy for improvements to public park and recreation facilities. Without matching grant incentives such as those provided by the LWCF program, the size of the task of providing these facilities and services often appears from a local perspective to be insurmountable.

Your support for this program these past few years has been invaluable. I would like to express our appreciation for your efforts. We urge you to continue your support of LWCF funding during the upcoming meeting of the Senate Subcommittee on Interior Appropriations. A level of \$50 million for state and local assistance nationwide will result in approximately \$700,000 for Arizona. \$700,000 will keep the program alive, it does not meet demonstrated needs. If you would like specific information about the contribution this assistance can make, please do not hesitate to call me. Again, thank you for your continued support of the Land and Water Conservation Fund.

STATEMENT OF JAMES HOFFMAN, MAYOR, CITY OF WILLIAMS

The City of Williams is most appreciative of the opportunity to submit a statement to the record regarding the proposed budget of the USDA-Forest Service.

For many years the City of Williams has enjoyed a special relationship with the U.S. Forest Service. Our community is a small rural city of 2,300 people which is surrounded by the Kaibab National Forest. Employees of the Kaibab National Forest are a very important segment of our city.

The personnel of the Kaibab Forest participate in our community life. They are active in civic affairs, local organizations, and have always been close to us. Their families attend our churches, their children are in our schools, and they are a very vital part of making our rural community a desirable place to live.

Almost one year ago, we were told that the Forest Service was again considering closure of the Kaibab Forest Supervisor's Office. We have been through this before and each time we were assured that it would not happen again.

Once again we are being told that the reasoning behind this effort is to strengthen and enhance on-the-ground management of the forest.

As in the past, we have been forced to expend our limited resources to respond to the work prepared by the Study Team.

Once again, the irrefutable facts show that the Kaibab Forest is the second most viable and productive forest in the Southwestern Region.

We have also reiterated our position that the USDA-Forest Service has unique and special responsibilities to our community under the Rural Development Act.

We pointed out major deficiencies in the work of the Study Team and learned later that they received individual awards despite the fact that our participation in the decision-making process has gone unanswered and ignored.

We feel that the upper level bureaucracy at the regional level has ignored their own rules and regulations.

Ultimately there was an acknowledgment that the Forest Service did not have the authority to implement consolidation of the Arizona forests.

We have now been advised that they will proceed to make recommendations for consolidation to the Secretary of Agriculture.

During this entire process, we have realized that the upper levels of the Forest Service bureaucracy did not display those attributes of the professional foresters which we have come to respect.

We have learned that the Albuquerque Regional Office has steadily grown.

American citizens were told that all efforts are being directed to improve forest management at the forest level yet the growth of the regional bureaucracy shows that this simply is not true.

The Regional Office has grown at the expense of the individual forests and small rural communities such as our own.

The economic effect of loss of over fifty professional wage earners to a community of a mere 2,300 would be devastating. The Forest Service represents the largest single employer in our community.

We are, therefore, respectfully requesting that the subcommittee examine the budget request of the Forest Service in light of what is happening here.

Possibly a consolidation of Forest Service Regional Offices should be examined.

Thank you.

STATEMENT OF ACE H. PETERSON, CONSERVATION CHAIRMAN, AND PAT WILLIS,
PRESIDENT, ARIZONA WILDLIFE FEDERATION

The Arizona Wildlife Federation expresses the concerns of our members and on behalf of the State of Arizona, in general the potential loss of habitat and watershed programs which affect our lakes and streams. These programs, if reduced in funding, will cause severely adverse impacts to our fisheries, groundwaters and riparian areas. This in turn signals a loss of recreational opportunities and revenues.

For these programs, fishery, watershed and riparian to be effective, we must not only have adequate funding, but adequate staffing as well. We must have the personnel available trained to both research and manage the areas involved. Only then can we ensure effective study, decision and management processes which would then produce effective results.

It is our belief these programs are vital not only to our state, but to our nation. We encourage you to advocate adequate budgetary monies for these vital programs.

We wish to express our appreciation for your interest and efforts in this matter.

STATEMENT OF AUBREY STEPHEN JOHNSON, SOUTHWEST REGIONAL FIELD REPRESENTATIVE,
DEFENDERS OF WILDLIFE

Senator DeConcini, I am Aubrey Stephen Johnson, Southwest Regional Field Representative for Defenders of Wildlife (Defenders). On behalf of our 1,300-some Arizona members and our 100,000-plus members and supporters nationwide, I would like to thank you for allowing me to testify here today.

Refuge Operations

Refuge Contamination. +\$5,000,000 (7 FTEs). In a recent report on contaminants on refuges ("Contaminant Issues of Concern") the U.S. Fish and Wildlife Service identified five of the six national wildlife refuges in Arizona as having contaminant problems: Kofa, San Bernadino, Havasu, Cibola and Imperial. Havasu, Cibola and Imperial are all situated along the Lower Colorado River. These refuges receive agricultural

drainwater which is contaminated with agricultural chemicals, selenium and other trace elements such as DDT. Studies conducted between 1972 and 1980 confirmed elevated concentrations of selenium in the Lower Colorado River.

In a recent recommendation to Congress the Department of the Interior has indicated that these contaminated refuges are a high priority and funding will be provided by the Department. However, the Department has not yet said what further studies are needed and equally importantly what remedial actions based on the existing studies will be taken and the approximate cost of such actions.

Although we are grateful to see this recent commitment by Interior to the problem, we still have several concerns. First, as mentioned above, is a comprehensive plan to deal with these contaminants on particular refuges. Second is the necessity for the Fish and Wildlife Service to develop a comprehensive plan for handling contaminants on refuges throughout the system. For example, the Department of the Interior has identified nine out of 19 irrigation drainage sites to work on in 1987. The ten irrigation drainage projects that are not a high priority include several refuges in California, Oregon and New Mexico. The Sacramento Refuge Complex in California is one of the irrigation projects which is not a high priority for 1987 even though the FWS contaminant report states, "Circumstantial evidence indicates that avian botulism outbreaks occur on the refuges when irrigation return water is used for wetlands management." Defenders believes that this "circumstantial evidence" which may be linked to widespread deaths of migratory birds is a strong indication that immediate action should be taken to examine the situation much more thoroughly; both studies and remedial action should be taken.

The other two refuges with contaminant problems in Arizona, Kofa and San Bernardino, are not irrigation drainage projects. However, identifying and alleviating the problems here will not be an easy task either. Kofa has cyanide pollution from mining activities, and San Bernardino has a potential acid rain problem from a nearby copper smelter (even small changes in the pH balance of the waters could adversely affect endangered fishes that have evolved in this sensitive desert niche).

Defenders urges this Committee to appropriate additional funds to the U.S. Fish and Wildlife Service to provide a contaminant specialist for refuges in each of the seven Regional offices, and to develop a comprehensive strategy for detecting, studying and cleaning up these and any other contaminant problems on refuges.

Water Rights

Defenders recommends the restoration of \$142,000 for the justification of federal reserved water rights on land in Arizona and the other 16 contiguous Western states. These states are currently reworking their water rights systems. The Fish and Wildlife Service must research their water rights on the refuges and file them with the state water commissions and be prepared to defend the rights in court. The \$142,000 will be used to hire expert witnesses and to pay administrative costs.

Right now Region 2 of the Fish and Wildlife Service is researching the water rights of the Arizona refuges which receive water from the Gila River System: Kofa, Cabeza Prieta, and the Buenos Aires Ranch National Wildlife Refuges. Documentation is being prepared on the wells on these refuges and the wildlife which use the wells. A presentation and defense of the refuges'

water rights will be made to the Arizona Department of Water Resources in January 1987. As the state's population continues to grow, new municipalities put more pressure on the state's scarce water resources. But at the same time, refuge water rights must be protected in order to ensure good quality habitat for waterfowl and other migratory birds and wildlife populations.

Cooperative Fish and Wildlife Units

We recommend \$4,564,000 for this program, which supports cooperative research and training programs between the Fish and Wildlife Service, the states, universities and private organizations. In Arizona the Cooperative Fish and Wildlife Units, which are scheduled to become a combined Fish and Wildlife Unit later this year, need at least \$150,000 of this appropriation to continue the work at last year's level. This federal money could attract at least an additional \$500,000 per year in outside contract funds for the Arizona unit.

Recent fishery unit projects include studies of the ecology of riparian areas, study of the reaction of the endangered Gilatop minnow to the introduction of mosquito fish and a study of population regulation in the endangered desert pupfish in experimental ponds at Quito Baquito Springs. For the past five to six years, the wildlife unit has been heavily involved in assessing the impact of the Central Arizona Project on the Desert bighorn sheep, mule deer, rattlesnakes and other wildlife. The unit is beginning work on projects related to the reintroduction of the masked bobwhite quail, including radio tracking, habitat selection and diet. In addition to these projects, the coop units train fishery and wildlife biologists. Annually three to four fishery and wildlife biologists have completed M.S. or Ph.D. programs in these two units.

Wildlife Resources, R&D: Nongame: No Net Change in Funds or FTEs

Defenders requests that Congress provide \$1 million and eight FTEs in FY87 to implement the "Nongame Migratory Bird Management Plan for the United States," drafted by the Fish and Wildlife Service (FWS) in 1983, but never released for comment, revised nor implemented.

We specifically recommend that Congress redirect a portion of the money from the proposed \$3.1 million increase in studies on mortality factors and population status of migratory waterfowl (p. FWS-106) and/or a portion of the Pittman-Robertson administrative costs and personnel slots. A recent Solicitor's opinion (see attached statement) confirms that a portion of the PR dedicated funds may be used for nonconsumptive program work. We specifically request that the money NOT be redirected from any of the proposed \$1.144 million FY87 nongame budget. Regardless of how Congress might redirect this money, we strongly feel that there should be a \$1 million increase in the nongame budget.

The \$1 million increase -- in line with the "Nongame Migratory Bird Management Plan" recommendations -- should be earmarked for the following:

- 1) eight new FTEs -- hire one FTE nongame migratory bird biologist in each of the Service's seven regions; hire one coordinator in Washington, DC.;
- 2) a regional coordination effort -- each regional FTE would help each state within his/her region develop and

implement a conservation management plan which would, among other things:

- a) census or survey nongame bird populations in a common, standardized fashion,
- b) identify bird habitat needs,
- c) support other research operating requirements at the Office of Migratory Bird Management and Patuxent Wildlife Research Center, and
- d) direct the FWS to conduct a special investigation on
 - 1. mortality associated with seabirds entangled in commercial fishing gillnets, and
 - 2. survey nongame migratory birds on federal lands as described by the "Plan."

These programs would allow the FWS to implement nongame research and management basically in the following three ways:

1) The FWS would develop, standardize and refine population survey techniques so that the states could use a common method. This would take a central authority, preferably the FWS. At present, each state has its own population survey techniques.

2) Since most birds migrate, effective management means looking at summer and winter habitat, as well as critical migration stopovers (Figure 1), especially for most shorebirds. From the viewpoint of single states, it is difficult for a state to tell if there is a problem. We need a broader viewpoint which the federal government would provide. For most species, we don't know where specific populations of breeding birds winter. This information is critical.

3) A substantial portion of the lands in the West and Alaska are federal (30-40%). We need a management program for nongame birds on these lands.

Background

There are 816 species of migratory birds in the United States, 654 of which are listed as "nongame." Add to this list game species which previously were hunted but currently are not because of low populations (103), totalling 757 birds, and 93% of all federally managed migratory birds are effectively nongame (Figure 2). Yet the budget for these nongame species is only a fraction of the funds spent on management of game birds by the FWS.

Of the nongame birds, the FWS has identified 28 in trouble (Table 1). Senator DeConcini, I have listed four birds species in trouble from Arizona. These include the northern harrier (whose widespread decline has been attributed to loss of suitable habitat), the black rail (whose populations have also declined on a widespread basis), the least tern (whose populations have declined apparently due to loss or alteration of riparian nesting habitat), and the Baird's sparrow (the cause of its significant population decline unknown). Since this study was published in 1982, there may be other nongame bird species needing addition to this list. In addition to loss of habitat, these and other wildlife species have been declining for a number of reasons, including human disturbance, heavy metal contamination, effects

of pesticides and other toxics, acid precipitation problems, and other impacts.

It is our intent to see that declining species are further identified before they reach critical stages, requiring recovery programs of demonstrated high cost, both in manpower and funding, while waiting too long for positive actions to be taken, and to provide ecological information necessary to respond effectively. This the \$1 million would effectively do.

Case Studies

Let's look at 3 representative birds of the 28 listed in trouble by the FWS:

Common Loon: Massachusetts, Vermont and Wisconsin, among others, are important states where the common loon breeds. Large numbers of these birds winter in the Southeast and Gulf Coast, including Texas, Louisiana and the Carolinas. An increasing number of biologists feel their populations are declining, but we simply don't know for sure. We need a standardized census technique to determine their status, but each state is now using a different method. Under our funding recommendation, each Service FTE biologist would work with representatives from each state within his/her region to implement a standardized census technique.

On loon breeding grounds, human disturbance and heavy metal contamination (especially mercury poisoning) are serious problems, and acid precipitation has been implicated since it kills fish, an important food source for loons. Loon declines are also occurring on wintering areas due to suspected heavy wintering mortality.

As biologists study loon populations, these problems will be further assessed and specific recommendations made regarding loon management.

Where some breeding populations of loons overwinter is, at present, unknown. The FTE biologists would gather this information, where available, from biologists working in Central and South America, sharing it with the States.

Least Tern: Several of the subspecies of least tern have recently been listed as endangered. Interior populations of this bird breed in Arkansas, Louisiana, Missouri and Tennessee, but the populations are mobile, moving around from year to year. Since it is difficult from studies done at the state level to determine if a population is in trouble, particularly since terns overwinter in Latin America, the FWS would conduct studies on this species.

Osprey: The osprey is a raptor which breeds in Wisconsin, New Hampshire, North Carolina, Louisiana and elsewhere whose densities are low, and it overwinters in Latin America. It is thus hard to census. Data at the state level usually are inadequate. Since it is high on the food chain, the osprey is a good barometer of food problems particularly related to the biological magnification of pesticides. Eating fish -- the osprey's main food -- tends to concentrate pesticides in its tissues. FTE biologists would monitor osprey populations and assess declines related to habitat loss and pesticide contamination, and make pertinent management recommendations.

As birds migrate, they may encounter problems anywhere along their migratory routes. The states can deal with problems within

their boundaries, but not on a nationwide basis. The \$1 million would enable this nationwide analysis to be conducted.

Bird censusing can be cooperatively conducted both by the state and federal government, and it classically has been cheap to conduct and very cost-effective. The Service can also rely on considerable volunteer help, but the data collected needs nationwide statistical analysis. Following data analysis, the FWS can then show which bird populations are declining and recommend mitigating measures to halt further declines.

Discussion

The FWS continues to espouse the success of state tax checkoff programs as reliable funding mechanisms for programs such as this. The evidence is now mounting that these checkoffs do not provide reliable sources of substantial amounts of money for nongame conservation efforts. Although eight states noted increases in revenues from tax checkoffs between 1983-84 (net gain of \$646,415), 20 states logged revenue decreases between '83-84 (net loss of \$1,193,624; Table 2). Colorado is a good case in point regarding declining revenues (Figure 3). Even if the income from all state checkoffs were increasing, and they certainly aren't, the revenues would be far from adequate. Because of continued minimal funding for endangered species in most states, state biologists often are forced to concentrate on a very few species, sometimes at the expense of other nonendangered nongame species.

Although the Service's FY87 budget recommendation (p. FWS-105) calls for \$1.144 million and 44 FTEs for the Nongame Species Program, there are some real questions about actual responsibilities and duties to be maintained versus those designated on paper. The Service's interest and work in nongame research and management has, sadly, dwindled almost exponentially over the last six years. This situation is particularly evident at Patuxent Wildlife Research Center, MD, where nongame biologists have been ordered to redirect their attention to Service priority waterfowl game bird research and management. The Service's FY87 research budget recommends an increase of \$3.1 million for more waterfowl game bird projects, reflecting an ever-increasing emphasis on game bird management. Rather than expedite the analysis and review of the data collected during five years of stabilized hunting regulations, 1980-85, the Service has decided to augment waterfowl research on the top ten waterfowl species, this in light of the worst population declines shown by the mallard and pintail ducks on record. We already know how to help these species, but we're failing to react effectively -- reduce seasons and bag limits, close some areas, establish nontoxic shot zones, provide habitat protection incentives, maintain critical habitat, etc. The Subcommittee may wish to suggest such measures.

We are also recommending that Congress reauthorize the Fish and Wildlife Conservation Act of 1980 (The Nongame Act), and include in that reauthorization the creation of a fund of substantial proportions which Congress envisioned when it approved the Act in 1980.

OCT 29 1985

In Reply Refer To:
FWS.CW.0267

Memorandum

To: Director, Fish and Wildlife Service

From: Assistant Solicitor, Fish and Wildlife

Subject: Authority of Fish and Wildlife Service to Use Federal Aid Administrative Funds for Survey Information Collection

This is in response to your October 3, 1985, memorandum in which you requested an affirmation of a January 28, 1955, Solicitor's Opinion which concluded that the Fish and Wildlife Service (FWS) had authority to use administrative funds available to the Secretary under the Federal Aid in Wildlife Restoration Act of 1937, 16 U.S.C. §§ 669, et seq., and the Federal Aid in Fish Restoration Act of 1950, 16 U.S.C. §§ 777, et seq., for the purposes of conducting a "national economic survey". The present survey is design to collect information on nonconsumptive, as well as consumptive, uses of fish and wildlife.

We understand that the Office of Management and Budget (OMB) has expressed concern that the Federal Aid Acts are designed to aid the restoration of fish and wildlife that are subject to consumptive uses, and therefore FWS should be limited to collecting information about consumptive use only.

For the reasons that follow, we conclude that a wildlife use survey need not be so limited. While we affirm the 1955 opinion, that opinion does not discuss the subject of your inquiry - surveys of nonconsumptive uses of fish and wildlife. The 1955 opinion addressed "a national economic survey of expenditures by hunters and anglers", i.e., consumptive users, and concluded that there was ample authority to conduct such a survey. Your inquiry relates to a survey that would include nonconsumptive uses as well. For the reasons that follow, we conclude there is authority to use Federal Aid administrative funds to conduct such a survey.

FWS believes the information developed from the survey will be valuable in administering the Federal Aid Program, and will be useful to the states in determining the types of restoration projects for which federal assistance will be sought.

The Federal Aid Acts themselves nowhere suggest that their purposes are limited to the restoration of wildlife and sport fish that are utilized solely for consumptive purposes. The FWS regulations implementing the Acts, 50 C.F.R. Part 80, describe eligible undertakings for wildlife restoration as "[p]rojects having as their purpose the restoration, conservation, management, and enhancement of wild birds, and wild mammals, and the provision for public use of and benefits from these resources," and for sport fish restoration as "[p]rojects having as their purpose the restoration, conservation, management, and enhancement of sport fish, and the provision for public use and benefits from these resources. Sport fish are limited to aquatic, gillbreathing, vertebrate animals, bearing paired fins, and having material value for sport or recreation." 50 C.F.R.

§ 80.5(a) and (b). "[P]ublic use and benefits" and "sport or recreation", in our view, are not limited to consumptive uses, and would include nonconsumptive uses as well.

Moreover, the FWS Federal Aid Manual, which contains detailed instructions on the submission of projects or plans, does not restrict projects or plans to those relating only to consumptive uses.

OMB's concern is apparently grounded on the fact that the funds used for implementing the Federal Aid Acts are derived from excise taxes on hunting and fishing equipment, i.e., instruments of consumptive use.

While it is a fact that the programs are funded by taxes on consumptive users' equipment, the legislative history of the Federal Aid Acts does not indicate that Congress intended to limit fish and wildlife restoration projects to those that benefited consumptive users only. For example, the Senate Report on the wildlife restoration bill discussed the decline of wildlife resources in the United States, and noted that conservationists and technical researchers had recommended "that restoration projects must be carried on if we are to bring back for the enjoyment of our people the wildlife species which once were so abundant in our forests, fields, and waters." S. Rep. No. 868, 75th Cong., 1st Sess. 1 (1937) [Emphasis added]. See also, H.R. Rep. No. 1572, 75th Cong., 1st Sess. (1937). Fish and wildlife resources obviously provide enjoyment to many people other than consumptive users. Among nonconsumptive uses providing enjoyment are photography, bird and animal watching and counting, feeding, and setting aside or planting areas for wildlife.

Section 4 of the Federal Aid in Wildlife Restoration Act, 16 U.S.C. § 669c, authorizes the Secretary to deduct up to eight percent of the revenues in the wildlife restoration fund (to be available until the end of the next succeeding fiscal year) for administration and execution of that Act, as well as the Migratory Bird Conservation Act (MBCA). Certainly, it cannot be argued that the MBCA's purpose is to serve consumptive users only. In fact, the MBCA originally authorized the acquisition of areas or interests therein "for use as an inviolate sanctuary". It was only in 1978 that the Secretary was authorized to acquire MBCA areas for "other management purpose[s] for migratory birds". 16 U.S.C. § 715d. See also Pub. L. No. 95-616. Those areas acquired for use as inviolate sanctuaries are obviously not for consumptive users. Similarly, section 4 of the Federal Aid in Sport Fish Restoration Act, 16 U.S.C. § 777c, authorizes the Secretary to deduct up to six percent of each annual appropriation (to be available until the end of the next succeeding fiscal year) for the conduct of necessary investigations, administration and execution of that Act.

The above authorities empower the Secretary to expend funds for a variety of purposes relating to the administration of the Federal Aid Programs and the MBCA. The 1955 Solicitor's Opinion dealt with an economic survey involving consumptive uses only. That opinion, which we hereby affirm, concluded that the Secretary was authorized to use Federal Aid administrative monies to fund such a survey. This opinion expands the 1955 opinion and holds that the Secretary is authorized to use Federal Aid administrative monies to fund a survey involving nonconsumptive uses of fish and wildlife as well.

Should you have any questions on this matter, please contact Mr. David Fisher at 343-2172.

Donald J. Barry
Donald J. Barry

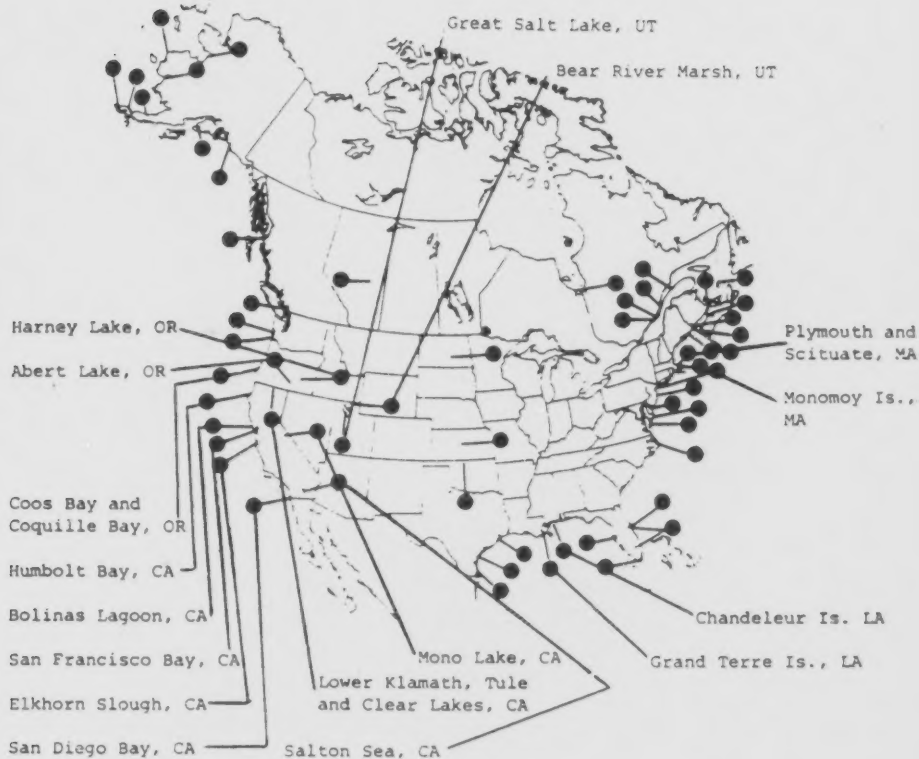


Fig. 1. Some important and traditional stopover sites for migrating shorebirds in North America. Each of these sites illustrated is believed to support 20,000 or more shorebirds of all species combined during peak migration periods (after S. E. Senner and M. A. Howe. 1984. Conservation of Neararctic shorebirds. In J. Burger and B. L. Olla (eds.). Shorebirds: Breeding Behavior and Populations, Plenum Publ. Corp., pp 379-421).

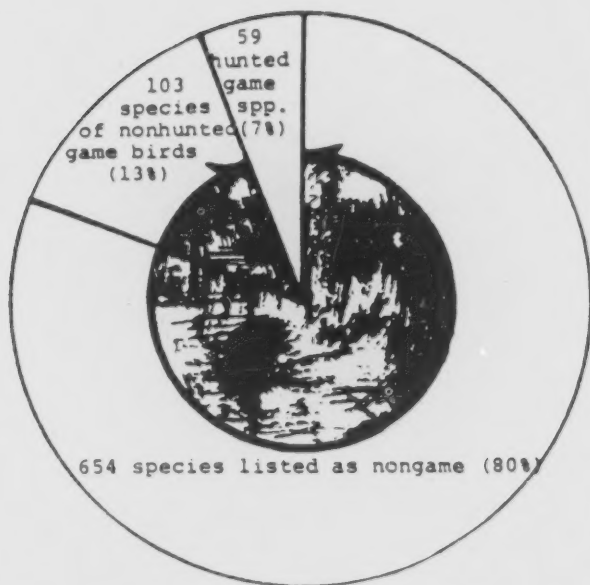
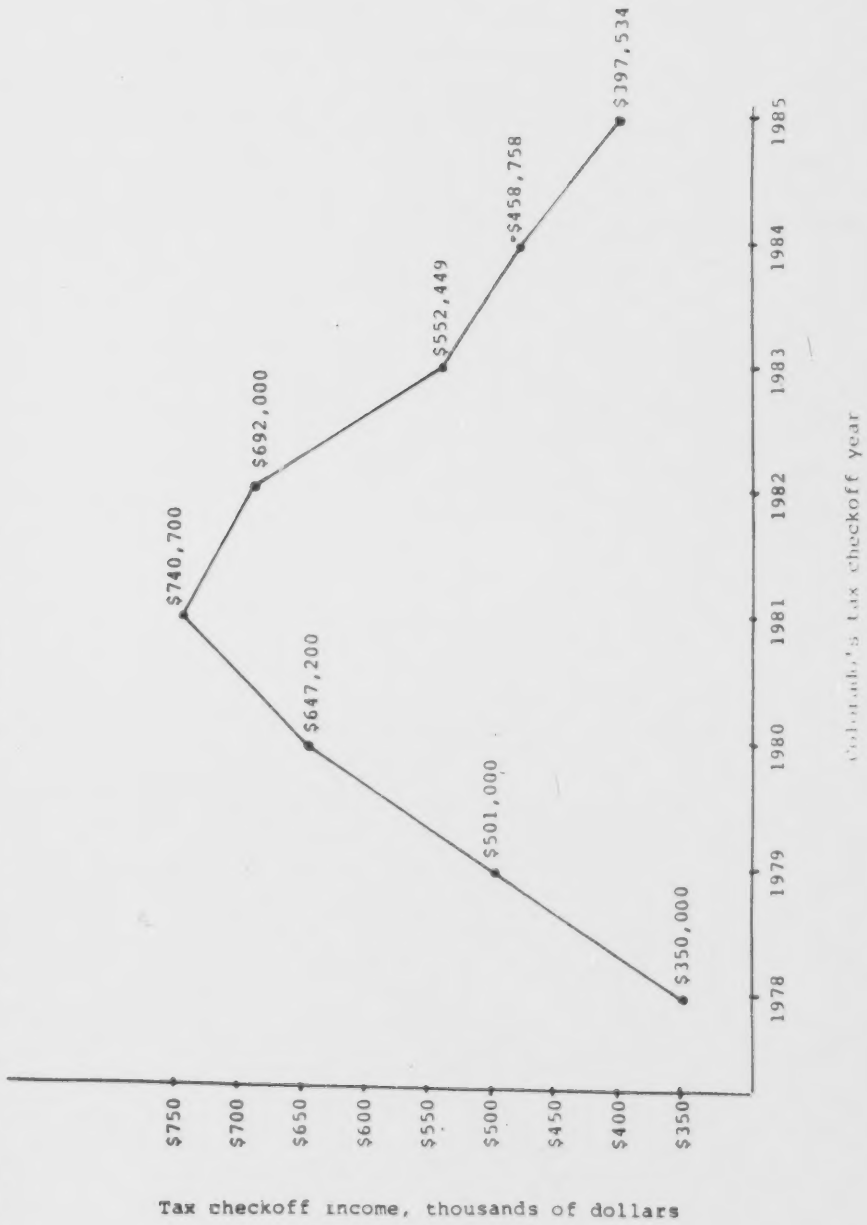


Fig. 2. Status of 816 species of North American migratory birds: 654 (80%) are nongame species, 103 (13%) are nonhunted game species, and 59 (7%) are hunted game species. Ninety-three (93) percent of the federally protected migratory birds are effectively nongame.

Table 1. Some examples of nongame migratory bird species of concern (on state lists of concern, showing significant population declines, and/or on state lists for endangered, threatened, or rare classification (Note: the list of these species is based on expert opinion. For many of these species, this is the only information available. Thus the further need for federal nongame assistance)).

<u>ALABAMA</u>	<u>ARKANSAS</u>	<u>CALIFORNIA</u>	<u>CONNECTICUT</u>	<u>IDAHO</u>
reddish egret wood stork red-shouldered hawk black rail piping plover snowy plover upland sandpiper gull-billed tern barn owl loggerhead shrike Henslow's sparrow Bachman's sparrow	least tern least bittern barn owl loggerhead shrike Bachman's sparrow	common loon least bittern white-faced ibis northern harrier black rail snowy plover gull-billed tern least tern spotted owl loggerhead shrike Bell's vireo	least tern common tern northern harrier black-crowned night heron American bittern roseate tern 24 species of songbirds	common loon American white pelican black-crowned night heron snowy egret double-crested cormorant great blue heron Swainson's hawk ferruginous hawk merlin long-billed curlew upland sandpiper caspian tern sage thrasher western bluebird trumpeter swan
<u>ILLINOIS</u>	<u>LOUISIANA</u>	<u>MASSACHUSETTS</u>	<u>MISSISSIPPI</u>	<u>MISSOURI</u>
American bittern red-shouldered hawk northern harrier black rail piping plover upland sandpiper least tern black tern barn owl loggerhead shrike Henslow's sparrow Bachman's sparrow	common loon least tern osprey reddish egret wood stork	common loon upland sandpiper 24 species of songbirds	red-shouldered hawk least tern loggerhead shrike Bachman's sparrow	least tern red-shouldered hawk northern harrier black rail
<u>NEW HAMPSHIRE</u>	<u>NEW MEXICO</u>	<u>OHIO</u>	<u>OREGON</u>	<u>PENNSYLVANIA</u>
common loon osprey northern harrier American bittern red-shouldered hawk upland sandpiper roseate tern 24 species of songbirds	least tern American bittern white faced ibis ferruginous hawk	piping plover upland sandpiper Bachman's sparrow	snowy plover ferruginous hawk long-billed curlew upland sandpiper	least bittern American bittern red-shouldered hawk northern harrier upland sandpiper black tern barn owl Henslow's sparrow
<u>SOUTH CAROLINA</u>	<u>TEXAS</u>	<u>UTAH</u>	<u>VERMONT</u>	<u>WASHINGTON</u>
red-shouldered hawk least tern Bachman's sparrow	reddish egret white-faced ibis red-shouldered hawk snowy plover least tern loggerhead shrike Bell's vireo golden-cheeked warbler Henslow's sparrow	ferruginous hawk Bell's vireo	common loon northern harrier American bittern piping plover upland sandpiper 24 species of songbirds	ferruginous hawk snowy plover long-billed curlew upland sandpiper
<u>WISCONSIN</u>	<u>WEST VIRGINIA</u>	<u>ARIZONA</u>		
common loon osprey red-shouldered hawk northern harrier piping plover upland sandpiper black tern barn owl loggerhead shrike	Bachman's sparrow	northern harrier black rail least tern Baird's sparrow		

Figure 3. Declining tax-checkoff revenues in Colorado, 1978-1985



MEMORANDUM OF AGREEMENT
REGARDING THE DISPOSAL OF FEDERAL LANDS
AT LAKE HAVASU CITY

AMONG

U.S. DEPARTMENT OF THE INTERIOR, BUREAU OF LAND MANAGEMENT

AND

ARIZONA STATE LAND DEPARTMENT

AND

ARIZONA STATE PARKS BOARD

AND

LAKE HAVASU CITY

I. Purpose:

This Memorandum of Agreement, developed and entered into by the Arizona State Director, USDI, Bureau of Land Management; the Commissioner, Arizona State Land Department; the Arizona State Parks Board; and the Mayor, Lake Havasu City, establishes the plan for the disposal of Federal Lands in the Lake Havasu City area, defines tasks that need to be accomplished, and assigns the roles and responsibilities.

II. Background:

State Trust lands in central Arizona, administered by the State Land Department, are being taken by the U.S. Department of the Interior, Bureau of Reclamation for construction of the Central Arizona Project (CAP). These land takings are expected to approach 30,000 acres with an estimate value of \$110 million. The Federal government is required by Federal law (Arizona's Statehood Enabling Act, 36 Stat. 557) to compensate the State Trust with Federal lands of comparable value. The valuable Federal lands in the vicinity of Pittsburg Point at Lake Havasu City could be transferred to the State to offset a major portion of the Federal government's land debt to the State Trust.

These Federal lands are currently under lease to the Arizona State Parks Board for the Lake Havasu State Park, and most of the acreage is under concession leases and subleases for various commercial recreation developments. The State Parks Board has agreed to a revision of State Park Boundaries to make lands available for transfer to the State Land Department, provided State Trust lands currently being leased for the Lower Oak Creek State Park would be acquired by the Federal government and conveyed to the State Park Board.

Portions of the lands at Pittsburg Point are being used or are needed for local public purposes by Lake Havasu City. Also, the City has needs for income to help provide city services to the area, and has a desire to have a role in determining the development of these lands.

After a series of meetings and discussions between the parties to this agreement, and a public meeting at Lake Havasu City, an agreement on a land disposal plan was reached on September 23, 1985 that is the basis for this Memorandum of Agreement.

III. Authority:

1. The Federal Land Policy and Management Act of 1976 (FLPMA): authority for the Bureau of Land Management to manage, dispose and exchange public lands.

2. Arizona Statehood Enabling Act, (36 Stat. 557): authority for the Federal Government to compensate the State for Trust lands taken for Federal reclamation purposes.
3. Arizona Revised Statutes §37-604 and 37-722: authority for the State Land Department and the State Selection Board to make exchanges of State-owned lands for Federally-owned lands.
4. Urban Land Management Act of 1981 ARS §37-331: authority for the State to plan for and facilitate the development of Trust lands in urban areas in coordination with local government entities.

IV. Objectives:

- a. Transfer valuable Federal lands to the State to compensate the School Trust Fund for Trust lands taken by the Bureau of Reclamation for construction of Central Arizona Project facilities.
- b. Transfer title to the State Parks Board to lands in the Lake Havasu State Park and the Lower Oak Creek State Park.
- c. Transfer title to Lake Havasu City to lands needed for public recreation use, and for sewage treatment, water, fire station, and police and emergency services facilities.
- d. Provide an income source to Lake Havasu City to help finance development of the City parks system and to help compensate the City for supplying City services to the Pittsburg Point area.
- e. Insure that the development of lands transferred to the State Land Department will be in coordination with City planning and zoning requirements; that there will be no residential development on State Trust lands on Pittsburg Point; and that developers will provide or help pay for streets, utilities, public services, and for additional access to Pittsburg Point.
- f. Insure that the Bureau of Reclamation has the continued right to flood and maintain the bankline of the Lake Havasu waterfront zone on the lands transferred out of Federal ownership.

V. Title Transfer of Land Parcels:

The disposal of the various land parcels is described below and shown on the map which is part of this agreement.

- a. The State Land Department will receive title to:
 1. The Federal lands on Pittsburg Point, except for the public purpose facility parcels described in item "c" below.
 2. The Federal lands north and northeast of the Windsor Beach Unit of the Lake Havasu State Park.
 3. The Federal lands lying between Mudshark Beach and Contact Point.

Title transfers will be made under the selection and exchange authorities of the Arizona Enabling Act and the Federal Land Policy and Management Act.

- b. The State Parks Board will receive title to:
 1. The lands in Lower Oak Creek State Park which the Bureau of Land Management will acquire in a land exchange with the State Land Department.

2. The Federal lands in the Windsor Beach Unit of the Lake Havasu State Park which are currently under lease to the State Parks Board, except for the police station site described in item "c" below.

Title transfers will be made at no cost under the authority of the Recreation and Public Purposes Act, as amended.

c. Lake Havasu City will receive title to:

1. The Federal lands at Mudshark Beach
2. The parcel of Federal land on Pittsburg Point occupied by the wastewater treatment plant (25+ acres) the water well booster station (1+ acre), the Site Six facility (2+ acres), and for a proposed fire station (1+ acre).
3. A parcel of Federal land at the south end of the Windsor Beach Unit of the Lake Havasu State Park to be used for a police station site.

The transfers will be made under the authority of the Recreation and Public Purpose Act, as amended, either at no cost or the minimum cost prescribed by the rules of the Department of the Interior.

VI. Disposition of Leases, Permits, Contracts, and Reservations on the Federal Lands:

The existing State Parks Board lease from the Federal government for the Lake Havasu State Park will be terminated prior to the title transfers described in V above, with two exceptions.

The State Parks Board lease on lands involved in the Nautical Inn and Golf Course subconcession and in the Crazyhorse Campground subconcession will not be terminated, but will be reassigned to Lake Havasu City prior to the title transfer of the land to the State Land Department. Lake Havasu City will assume the State Parks Board's role in the management of these two subconcessions and will receive the State Parks Board's share of the income from the two subconcessions.

The title transfers of the Pittsburg Point area lands to the State Land Department and to Lake Havasu City will be subject to the Concession Contract issued by the State Parks Board to McCulloch Properties, Inc. and to the subconcession contracts which McCulloch Properties has issued.

The title transfers will be subject to all other existing leases, permits and agreements including those which the State Parks Board has issued to the Arizona Game and Fish Department and local law enforcement agencies for use of the Site Six facilities.

The title transfers will be subject to the reservation of the right of the United States Bureau of Reclamation to flood and maintain the shoreline of Lake Havasu on the lands.

The title transfers will be subject to the right of the State Parks Board to continue to use the Contact Station and Site Six facilities on Pittsburg Point and the park maintenance compound on the Industrial Boulevard parcel on an interim basis until funding permits relocation to a new Park headquarters on Contact Point, not to exceed three years without prior agreement with State Land Department and/or Lake Havasu City. The existing rights of the Parks Board and others, provided through existing agreements for use of Site Six, will be honored and the Parks Board's use of the Contact Station, Site Six and the maintenance compound will be at no rental cost to the Board.

The title transfers will be subject to the right of the State Parks Board to maintain and operate the existing aids-to-navigation range light system on Pittsburg Point as long as necessary.

VII. Roles and Responsibilities:

The Bureau of Land Management will:

- a. Take the appropriate actions, in coordination with the State Parks Board and Lake Havasu City, to terminate, revise and reassign the State Parks Board Lease on the lands being transferred.
- b. Develop, in coordination with the Bureau of Reclamation and the State Land Department, the appropriate deed reservations to protect the Bureau of Reclamation's right to flood and maintain the banklines of Lake Havasu on the lands being transferred.
- c. Make arrangements, in coordination with the State Land Department, for the appraisals of the Lake Havasu City area and Lower Oak Creek State Park lands that will be involved in the selection and exchange transactions with the State Land Department.
- d. In coordination with Lake Havasu City, the State Land Department and the State Parks Board, define the Mudshark Beach, wastewater treatment, water well booster station, fire station, police station, and Site Six parcels for patent to Lake Havasu City, and the lands to be transferred to the State Land Department and State Parks Board.
- e. Conduct the land surveys necessary to describe the land parcels.
- f. Obtain, if necessary, the revocation of reclamation withdrawals prior to the title transfers.
- g. Issue the title documents.

The State Land Department will:

- a. Assist the Bureau of Land Management in obtaining appraisals on the Lake Havasu City area and Lower Oak Creek lands.
- b. Submit the appropriate selection and exchange application documents to the Bureau of Land Management offering the Lower Oak Creek and CAP base lands equal in value to the Lake Havasu City lands.
- c. Provide Lake Havasu City with material and information describing the Urban Lands Management Act process for planning and developing State Trust lands in conjunction with local government, and for ensuring that developers share the cost of streets, utilities and public services and additional access to Pittsburg Point.
- d. Issue the Deed of Reconveyance on the Lower Oak Creek parcel.

The State Parks Board will:

- a. Reach agreement with Lake Havasu City on the location; size and configuration of the police station site.
- b. Prepare and submit to the BLM Recreation and Public Purposes applications for the Windsor Beach unit of the Lake Havasu State Park and the Lower Oak Creek State Park.
- c. Assist the BLM in revising the existing State Park lease at Lake Havasu City.

Lake Havasu City will:

- a. Reach agreement with the State Parks Department on the location; size and configuration of the police station site.
- b. Prepare and submit to the BLM Recreation and Public Purposes applications for the Mudshark Beach, wastewater treatment plant, water well booster station, fire station, police station, and Site Six land parcels.
- c. Work with the BLM and the State Parks Department on the revision and reassignment of the existing State Park lease on the Nautical Inn and Golf Course and Crazyhorse Campground Subconcession areas.

VIII. Coordination:

Formal and informal meetings between representatives of the BLM, the State Land Department, the State Parks Department and Lake Havasu City shall be held as necessary or desirable to accomplish the purpose and objectives of this memorandum of agreement.

IX. Effective Date, Termination, Amendment:

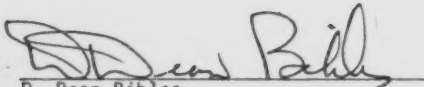
This Memorandum of Agreement shall be effective upon approval by all parties and shall remain in effect until the land transfers are completed, or until terminations by mutual agreement, or by any party upon thirty (30) days notice in writing to the others.

Amendments and supplements to this Memorandum of Agreement are subject to the review and approval of the State Director, BLM; Commissioner, State Land Department; Director, State Parks Department; and Mayor, Lake Havasu City.

This MOA is subject to the laws of the State of Arizona, the laws of the United States, and the delegated authority assigned in each instance. Nothing in this MOA shall be construed as obligating any party hereto for the expenditure of funds or for future payment of money in excess of appropriations authorized by law.

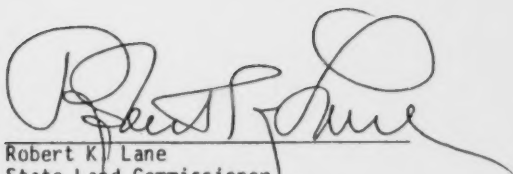
All parties are hereby put on notice that this agreement is subject to cancellation by the Governor, pursuant to the provisions of Section 38-511, Arizona Revised Statutes.

APPROVED:



D. Dean Bibles
State Director, Arizona
Bureau of Land Management
U.S. Department of the Interior

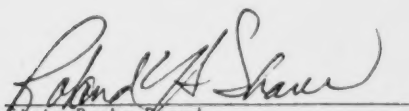
November 6, 1985
Date



Robert K. Lane
State Land Commissioner
Arizona State Land Department
State of Arizona

11/25/85

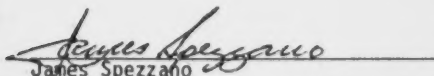
Date



State Parks Board
State of Arizona

11-25-85

Date



James Spezzano
Mayor
Lake Havasu City

November 8, 1985

Date

Approved as to form:



Vincent A. Iannone
City Attorney, Lake Havasu City

11/8/85

Date

ADDITIONAL COMMITTEE QUESTIONS

RESPONSES FROM HOWARD CHAPMAN, REGIONAL DIRECTOR, WESTERN REGION

General

1. Are you aware of any facilities, services, or hours of operation that have been curtailed or eliminated in the last five years as the result of budgetary constraints?

While the Park Restoration and Improvement Program put approximately one billion dollars into park facilities servicerwide over the last five years, there has been a slight reduction during this period in some services. The increased cost of supplies, materials, and utilities have not always been funded with a corresponding budget increase. In addition, the cost of operating some facilities, such as sewage treatment plants, has increased because of more stringent operating regulations and standards. The funds for these unavoidable increased costs have come from reducing other programs, such as visitor protection and interpretation, resulting in a reduction in the number of ranger patrols, interpretive programs and services. The number of personnel available for maintenance has also been reduced to fund these other non-personnel service costs.

2. What do you foresee the impacts of a 7 percent O&M cut to be within your region?

A 7 percent O&M reduction in FY 87 would cause a continuation of the reduced program levels that occurred in FY 86. These reductions occurred in every program, although adjustments were made to minimize the impact on interpretation, resource management and safety programs.

Regional Offices

1. As you know, Arizona parks are spread over three regions of the National Park Service, the Western Region, the Rocky Mountain Region, and the Southwestern Region. I think for the public, it becomes very confusing. I know for my office, it is very difficult to build a sustaining relationship with three regional directors and keep on top of all of the issues affecting the parks when they are spread out like this.

- a. If there was an effort to bring Arizona parks under one region, which do you think it should be? Which region could best respond to the common values and resources in this state?

If there was an effort to bring Arizona parks under one region, I believe that the Southwest Region would be the logical choice. Historically, these parks were under the auspices of that Region. Also, the resource affinity between Arizona parks and other parks in the Southwest make that Region an appropriate choice.

- b. Do you think that the fact that there are three different regions in Arizona dilutes the influence of the state with the Park Service?

It would be difficult for me, personally, to evaluate the state of Arizona's influence, or lack of influence, with the National Park Service due to the existence of three separate regions within that state. However, you commented that you find it difficult to build a sustaining relationship with three regional director's and keep on top of all of the issues affecting the parks when the regions are spread out. Based on your comment, I believe that the existence of three regions could present, at the very least, some logistical difficulties for the State of Arizona. However, from the public's interest and the services provided to them, the regional alignment is of little consequence.

c. Could there be any savings associated with a restructuring?

I have not studied the financial implications of NPS regional reorganization. My feeling is that reorganizations, at least initially, often results in increased costs - not additional savings. Savings occur in the long term; however, only after the inherent initial investment required in reorganizing and moving the involved agency. In addition, the knowledge transfer required of working relationships with a new region always results in inefficiencies in the initial stages of the transfer.

Housing

1. I know at the Grand Canyon, the housing situation for Park Service employees is entirely inadequate in my view, a disgrace.

a. Is the housing situation typical of other parks in your regions?

No, the Grand Canyon housing situation is not typical of other parks in the Western Region. Yosemite also has a shortage of units, but they are generally in a better state of repair. Although 12 parks have reported a backlog of needed repairs, most of our 1,363 units are in safe and fair or better condition. Furthermore, the majority of our park areas are close enough to established communities to provide private sector housing, which is not the case at Grand Canyon.

b. Can you provide me with an estimate of what it would take, on a park by park basis, to bring the housing within your region up to minimum safety standards?

An analysis of needs to bring government housing up to minimum safety standards in June, 1984 showed the following deficiencies:

Channel Islands	\$65,000
Golden Gate	200,000
Grand Canyon	2,700,000
Lassen Volcanic	35,000
Lehman Caves	68,600
Organ Pipe Cactus	62,800
Petrified Forest	175,000
Point Reyes	36,000
Redwood	30,000
Santa Monica Mountains	43,000
Sequoia/Kings Canyon	360,000
Yosemite	3,350,000
Total	\$7,114,800

These estimates are somewhat dated, but provide a good perspective of the magnitude we face.

c. Do you have any suggestions on how we could bring these units up to health and safety standards without direct federal funding?

No, we do not have any suggestions for upgrading other than by direct federal funding. It is a governmental responsibility, as the landlord, to maintain existing government facilities. Over the last four years, much improvement has occurred through our intensified maintenance and improvement programs. In fact, \$240,000 has been earmarked for Grand Canyon housing in FY 86.

d. Have you pursued discussions with concessioners at the parks to see if they would be willing to respond to this need on a lease or contractual basis with the Park Service?

No, we have not pursued discussions with concessioners for leases. Several years ago, we looked into this as a possibility at Grand Canyon, but found that we are precluded from long term leases (more than one year) and have not pursued leases any further.

Maintenance

1. How does the maintenance backlog in the Arizona parks you administer compare with backlog elsewhere in your region and how do these backlogs compare with conditions three years ago?

The maintenance backlog, expressed as a percentage of the total needs for Arizona as compared to elsewhere in the Western Region, is essentially equal. The method over the year to allocate maintenance funds to park areas has been to fund the highest priority needs in the Western Region. This long term program assures that Arizona areas are provided their equitable share of funding for maintenance.

The maintenance backlog over the last three years has increased. The major cause of the increase is the aging of facilities and the deferral of routine and cyclic maintenance, in spite of the improvement made to many facilities during the one billion dollar Park Restoration and Improvement Program.

2. Can you estimate what the costs would be to rectify the maintenance backlog in the Arizona parks you administer?

Our best estimate of funding required to rectify the cyclic maintenance backlog in Arizona are base increases as follows:

Cyclic maintenance	\$2,500,000
Cyclic maintenance for historic properties	120,000

As I believe you are aware the NPS is in the process of implementing a Servicewide maintenance management program. Once this system is fully operational (in about 20 to 30 months) we will be able to further improve the accuracy of maintenance funding needs.

Increased Budget Reductions

1. What impact would a 10 percent budget reduction mean for Arizona parks? What activities would be impacted generally by this reduction, and more specifically, for the record, on a park by park basis?

Casa Grande NM & Hohokam Pima NM
Reduced interpretation

Chiricahua NM & Fort Bowie NHS
No trail repair
Reduce interpretive programs to once per week, April - August
Close campground, November - January
Discontinue fee collection in winter
Fort Bowie contact station open on weekends only
Reduce trail and boundary patrols

Coronado NMem
No personal interpretation
Reduce maintenance
Reduce protection

Grand Canyon NP
Abolish Deputy Superintendent
Eliminate fire management and water resources programs
Reduce park maintenance
Park library open half days on weekends only
Abolish Assistant Chief Ranger position

Reduce visitor transportation system
Reduce interpretive services

Lake Mead NRA

Reduce training and travel
Reduce building maintenance supplies
Reduce vehicles
Abolish concession management specialist
Do not fill seasonal interpretive position at Katherine and Boulder Beach
Abolish Grand Wash and Boulder district ranger positions
Abolish Assistant Chief Ranger, Resource Management
Abolish operator general and truck driver position
Reduce resource management projects
Lapse Public Information Officer's position
Reduce scheduled maintenance of roads, beaches and campgrounds

Montezuma Castle NM & Tuzigoot NM

Reduce daily hours of operation by two hours
Montezuma Castle open three days per week, April - September, without NPS employee on site
Reduce routine maintenance

Petrified Forest NP

Close park on holidays and two days per week, October - March
Close park when icy and snowy road conditions occur
Lapse resource management position

Saguaro NM

Reduce maintenance supplies and materials
Eliminate ranger lead interpretive programs
Eliminate all road work except emergency
Reduce janitorial services

Southern Arizona Group

Reduce travel and training
Eliminate computer specialist position

Tonto NM

Reduce maintenance

Tumacacori NM

Reduce frequency of weekend craft demonstrations
Reduce guided tours

Walnut Canyon NM

Eliminate interpretive programs
Reduce maintenance

2. Has there been any discussion about closing some parks altogether in future years?

Director Mott, on several occasions, has mentioned that, if the budget cuts continue at their current rate, it may be necessary to close some parks in the future. To my knowledge, discussions have not taken place as to what parks, or exactly what or when closures would occur.

QUESTIONS FOR HOWARD CHAPMAN, REGIONAL DIRECTOR, WESTERN REGION

Southern Arizona Group Office

1. Could you tell me when the Southern Arizona Group Office, there in Phoenix, was established and what its purpose is?

The Southern Arizona Group (SOAR) is composed of twelve park areas comprising almost half a million acres of land and visited by nearly three million

persons annually. Collectively, the Group operates on a budget of \$3,300,000 and has 102 permanent and subject-to-furlough employees. The Group Office is comprised of 10 permanent and 2 subject-to-furlough employees with a budget of approximately \$566,000.

The Group Office in Phoenix is the field area headquarters for the park units of SOAR and provides information and contact for the public in the Phoenix metropolitan area and was established in 1971.

The General Superintendent gives line direction to the area superintendents. The specialists on the General Superintendent's staff provide services and support that, without the Group arrangement, would be largely unavailable in the fields of interpretation, visitor services, resource management, maintenance, personnel, safety, procurement, construction, planning, and administrative management. The Group Office provides a higher level of professional experience in the above fields than would be available if each area had these fields of activity on their individual staffs.

2. I understand the Region conducted an evaluation of the Southern Arizona Group Office in the last year or two.

a. Could you tell me what triggered that study, who conducted the evaluation, and what the conclusions were?

Formal Operations Evaluations are conducted in all park areas and group offices on a periodic cycle of every three to four years. Operations Evaluations were conducted in all Southern Arizona Group park areas between November 1984 and July 1985. Then, in August 1985, an evaluation of the group office was conducted with the benefit of recent knowledge of exactly how each individual park area in the group was doing and how well they were being supported and directed. The study was led by the Western Region Chief of Operations Evaluation and had additional team members of the Regional Chief Ranger and Regional Chief of Finance. The team concluded that the office was definitely still needed in Phoenix and made further recommendations aimed towards changing the mix and experience levels of skills in the group office (position management), operational suggestions dealing with relationships between the group office and the subordinate parks and administrative suggestions dealing with the management of the office itself.

3. The budget of that office is approximately \$566,000 annually. In these times of decreasing federal dollars, can we afford that office?

We definitely believe we can afford the office (see answer 2a and 4).

4. Couldn't the money be best spent at the parks themselves?

It was the conclusion of the Operations Evaluation that the funds spent on the group office could not buy the same commensurate services in each park in the group if the group office were to be abolished. Technical expertise in law enforcement/resource management/interpretation and administration would become fragmented and individual parks would be forced to rely upon the Regional Office for such assistance. Reform 88 measures have reduced Regional Office staff to a point where there is simply not enough staff to "pick up the slack" if the group office were abolished. Funds from the SOAR office would have to go into Regional Office staff, however, the cost of travel would have the net result of a decrease in assistance available to SOAR group parks.

5. Is there a need, with or without a group office, for a presence of the National Park Service in the Phoenix area?

This question was addressed in the Operations Evaluation. Their report indicates:

"... is the Southern Arizona Group Office really necessary? Is there a need for a centralized office in Arizona, or would it be more practical to devise an alternative means to provide the necessary supervision for the Superintendents of the several field areas: Would their needs be better served if they were expected to go directly to the Regional Office for advice and assistance? These are questions which the evaluation team weighed while reviewing the evaluation reports of the field areas and the reactions of the employees in the Phoenix Office.

"The response to these questions became quite clear. The small field areas in the Southern Arizona Group are somewhat isolated from the rest of the Region, geographically. None of them are close enough to Phoenix to provide an adequate coordination role with other federal agencies, the State of Arizona, and other organizations which might logically be found in the state capitol. The other, larger NPS areas in the state are sufficiently far away to make it difficult for the Superintendents of those areas to assume a coordinating role for the entire state. In addition, while a great many of the questions and inquiries which come to the SOAR office relate to other NPS areas or other agencies, it does provide an opportunity for the National Park Service to maintain a presence in the ninth largest city in the United States, and to remain visible and provide information services to a large segment of a rapidly growing state - a state in which are located more NPS areas than in any other. The team's response to the above questions was overwhelmingly YES - necessary supervision and coordination for the Superintendents of the field areas; it is necessary to coordinate National Park Service liaison with other agencies and organizations, and it is most desirable to be a visible presence which can provide information and interpretive service to a rapidly growing population center."

Park Needs

1. If you had to identify the biggest problem facing Arizona parks that cannot be met because of an insufficient budget, what would that problem be?

Similar to other parks in the Western Region, the cutback in routine maintenance and the backlog of deferred cyclic maintenance is, in my opinion, the biggest problem facing Arizona parks.

- a. What are your dollar and staffing needs to correct this problem?

The backlog of deferred regular and cultural cyclic maintenance in the Arizona parks (Western Region) is estimated at \$2,620,000 (FY 86). Unfunded routine maintenance needs in Arizona parks is also substantial. For example, at Grand Canyon, annual funding requests for routine maintenance needs total \$856,000 and 15.4 FTE. At Saguaro, this figure amounts to \$87,287 and 4.2 FTEs.

- b. Are there other approaches to solve it (i.e., land swaps, volunteers)?

We will continue to explore alternate approaches to resolving this problem. To date, the Adopt-a-Trail program, donations and the use of volunteers to supplement park operations have all been successfully utilized. However, it is unlikely that these approaches will singularly resolve this problem because as long as these are areas of a National System, the capital investment and its maintenance are seen as National responsibilities, whereas operations - day to day management - can be handled by alternate means.

Park Fees

1. If the Congress were to enact fee legislation, would you prefer to see the revenues go directly back to the parks where they were generated or should that decision be made by the Park Service Director?

A program which combines park-generated revenue return and includes flexibility for NPS would be the preferred alternative. The program currently being proposed by the Park Service captures both of these important elements.

The Park Service's policy on the proposed fee legislation is that the funds generated should benefit park operations in an equitable and efficient manner. All functions and programs selected to be funded from the requested increase in fee revenues provide a direct or indirect benefit to the park and the visitor. It was felt that at least one-half of the fees generated should go back to the units of the System to enhance operations and cover the increased costs of collection. With this in mind, other visitor-oriented and resource protection programs were selected to complete the proposal. The present proposal includes approximately 34 percent of the \$73.8 million going directly to the parks, 46 percent providing funds for various Servicewide programs, and 20 percent being returned to the General Fund of the Treasury to help reduce the Federal deficit.

To distribute the funding available, parks will be classified in one of two categories: those that will produce revenue through the collection of an entrance or user fee and those that will not produce any revenue. It is the intention of the Service to provide funds from this source to all units of the National Park System, irrespective of whether the park will be a revenue-producing area or not. In FY 87, the operating budgets of parks classified as revenue-producing constitute 77 percent of the total operating budget for all parks. However, the Service will distribute 50 percent of the \$14.2 million available - in the case of FY 87, an estimated \$7.2 million - to the revenue-producing parks. The fund would be allocated under a formula incorporating the amount of fees collected at a particular park and the cost required to collect the fees.

The remaining \$7.2 million available for enhanced operations would be distributed to all parks based upon the size of the park's operating budget relative to the total operating budget for all parks.

Once the funds have been allocated to the park areas, they will be available for use in meeting the highest priority interpretation, research and resource management needs as defined by each park.

2. What is to prevent the Director from reducing your direct funding allocation by an amount equal to the fees returned to the park?

The Director of the Park Service is responsible for the preservation and protection of each unit in the System. To meet this mandate and carry out the NPS mission, he has authority to reprogram certain funds to take care of the highest priority needs. Nothing, per se, prevents the Director from reducing direct funding from any park, if those funds are to be redistributed to higher priority needs. However, public acceptance of the fee program will undoubtedly rest on the perception that monies collected will directly benefit the parks and the public will want to see tangible results of this effort. Furthermore, the Director has no intention of making such a reduction.

Visitor Service, Long Term

1. What are your thoughts on how the Service can prepare itself to serve the long term needs of visitors to the National Park System?

Preserving parks for future generations is a cornerstone of the National Park Service mission. How to do this, given current funding constraints and the likelihood of their continuance, is a very difficult question.

To assure park visitors a quality experience, it may be necessary to explore alternative methods of providing that park experience. It may no longer be possible to provide a quality park experience in the traditional manner for all park visitors. It may be necessary to redefine the traditional park experience.

Assuring quality experiences may require implementing carrying capacity restrictions, providing innovative, technologically feasible methods of capturing the park experience - particularly in sensitive habitat areas - or, aggressively coordinating with other land management agencies to maximize available recreational experiences.

The long-term needs of the visitor to the park system can also be addressed by actively listening and being responsive to what the public desires. It also requires a continued forthright expression of the System's needs to Congress.

QUESTIONS FOR PARK SUPERINTENDENT, LAKE MEAD NRA

Overview

1. Your current operating budget is \$5.5 million and you have 165 full time employees. Visitation in FY 85 was approximately 7.1 million. What was your operating budget in FY 82 and how many FTE's did you have at that time?

FY 82 ONPS budget - \$4,550,200

FTE's - 146

2. Has visitation at Lake Mead been increasing, decreasing or staying about the same?

1982	5,565,467	
1983	6,128,254	+10.1%
1984	6,504,206	+ 6.1%
1985	7,204,295	+10.7%

3. Have your budgets kept pace with the increases in public visitation at Lake Mead?

<u>Fiscal Year</u>	<u>ONPS Budget</u>	<u>Increase From Previous Year</u>
1982	\$4,550,200	—
1983	4,747,000	+ 4.3%
1984	5,390,800	+13.6%
1985	5,510,300	+ 2.2%
1986	5,595,800	+ 1.6%

Budget has increased 21.1% from FY 82 to FY 85 and 22.9% from FY 82 to FY 86.

4. Most of your visitation, I would assume, is related to water activities on Lake Mead. With increasing visitation, this must create additional burdens on the staff to protect visitor safety, the resources, provide law enforcement patrol on the lake, and maintain existing facilities.

Most of the visitation is related to water activities, boating, swimming, water skiing, fishing, scuba diving, sailing, etc. The increased visitation creates an additional workload.

5. What requests have you made to the Region for increases in these areas over the past few years and how were they supported by the region, headquarters, Department of the Interior, OMB and Congress?

Detail of Annual Operating Requirements (10-237)

<u>Fiscal Year</u>	<u>No. Submitted</u>	<u>Total Requested (\$)</u>	<u>Total Funded</u>
1984	46	4,418,000*	1 @ 392,000
1985	39	3,290,000**	--
1986	42	2,253,000	--
1987	35	2,182,000	--
1988	1*	204,000	--

*Requests in FY 84/85 included cyclic maintenance needs.

**Due to the limited prospects of increased funding levels, parks were requested to only submit one, high priority project.

6. I notice you have a \$357,000 request into the Region for the development of a sewage lagoon at Caldwell (Callville) Bay. Can you tell me something about this project and the impact the existing situation is having on water resources in the area?

The sewage lagoon at Callville Bay does not meet the pollution standards as defined in Executive Order #11507. These lagoons experience high evaporation resulting in organic overloads during the summer months. This problem is compounded by percolation from the unlined ponds.

These lagoons are located very near the high water mark at Lake Mead and are not lined. Nutrient transfer from the unlined lagoons to the lake is a very strong possibility. The close proximity and high visibility of these lagoons from the main access road to Callville Bay are very aesthetically unpleasant. Ideally, they should be moved to a satisfactory site. In any case, they should be reconstructed with a seven day retention aerated pond, followed with evaporative ponds. All ponds should have impervious liners installed.

a. How long has this request been into the Region? Since 1981

b. What has been their response? No funding to date.

7. You have a large number of roads within the recreation area. Are there any roads which present a health and safety hazard to the travelling public? How much would it cost to complete construction work on the North Shore Road?

Fifteen deaths and 249 injuries involving 447 vehicles have occurred over the past five years on the roads included in this package. These roads are among the most dangerous and accident prone roads in the National Park System. If the roads are allowed to remain in their present condition, we can expect an average of at least 3 deaths per year. The roads are too narrow, with no shoulders, to accommodate boat trailers with their wide tracks, recreation vehicles and travel trailers.

This project is composed of widening and overlaying the Northshore Road and its major access. It could be phased in the following manner:

Phase I - Mile 4.2 - Callville Bay access to include the access road and campground (Pkg. 373) \$3,780,000

Phase II - Callville Bay access to Echo Bay intersection - include Echo Bay (Pkg. 258B), campgrounds (Pkg. 376) and parking lots (Pkg. 300C) and Redstone Picnic Area (Pkg. 381) \$9,051,000

Phase III - Echo Bay access to Overton Beach access (Portion Pkg 111A) - include access road to Overton Beach (Pkg. 241), Stewart Point access road and Rogers Spring access road and parking lot (Pkg. 380) \$6,087,700

Phase IV - Overton Beach access to park boundary (Portion Pkg. IIIA) - include Valley of Fire access road \$1,060,000

Total all packages - \$19,978,700

Lake Mead's roads are being addressed by a program administered under the Federal Highway Administration. In FY 87, the FHWA/FLHP proposed construction schedule includes the first phase of the Lakeshore Drive reconstruction.

a. Do you have any problems with ORV's in the park, and if so, do you have the necessary program and law enforcement funds to protect the park resources from these vehicles?

Vehicles, including ORV's, operating illegally off roads in the park is a serious problem.

We have identified additional funding and personnel needs on the Detail of Annual Operating Requirements (10-237) as follows:

Temple Bar Subdistrict	One Park Ranger and support costs	\$61,000
Overton Subdistrict	One Park Ranger and support costs	63,000
Katherine District	One Park Ranger and support costs	28,000
Northshore District	One Park Ranger and support costs	64,000
Parkwide	Five manyears of temporary Park Rangers	110,000

The costs shown for Temple Bar, Overton and Northshore include housing needs.

8. Are the current number of comfort stations sufficient to serve the public? If not, how many additional are necessary and what is the estimated cost?

Additional comfort stations are needed at Echo Bay, Callville Bay, Cottonwood Cove, Temple Bar, and Katherine's Landing, and are reflected on a Development/Study Package Proposal (10-238). Total cost is \$300,000.

a. Am I correct in assuming your current budget is not adequate to meet this need for new facilities? Yes, your assumption is correct.

9. Do you currently charge any fees to the public for entrance to the park? What about for launching boats?

No fees are charged to enter the park nor for launching boats.

a. How many boats do you launch a year?
Approximately 400,000

b. Is it feasible for the park to charge for the launching of boats if the Congress authorized this activity? How much do you think you could collect?

Yes, it would be feasible to charge a launching fee. It may be more practical to charge an annual use fee.

If a \$5.00 per boat annual sticker was required, we would estimate \$500,000 could be collected annually.

c. Are there presently private launching areas? How much do they charge?

There are presently no private launching areas within Lake Mead National Recreation Area.

QUESTIONS FOR ROBERT ARNBERGER, SUPERINTENDENT, SAGUARO NATIONAL MONUMENT

1. Superintendent Arnberger, as you know, I recognize the problems you are having trying to maintain facilities, provide interpretive programs, protect resources, and maintain law enforcement at your park. Last year, the Congress earmarked an additional \$150,000 for your base budget needs at the park. I wish it could have been more because I know your needs are higher than that.

a. Could you tell me whether or not the \$150,000 has been spent and if so, for what activities?

The \$150,000 has been spent in the following manner:

- \$18,000 to support a YCC program at Saguaro. This deduction was made by the Western Regional Office and funds reallocated to YCC programs at Saguaro.

- \$132,000 is dedicated to construction of a 13.5 mile fence on the eastern and northern boundaries of the Tucson Mountain Unit.

2. You understand that the \$150,000 was to be spent on additional personnel for law enforcement, interpretive services, and resource protection programs at the park. Why is it not being spent on those activities?

The National Park Service was directed by the Conference Report language of the FY 86 Continuing Resolution Budget Hearings to provide \$150,000 to Saguaro from "within available funds." As directed, the Service made funding in these amounts available in FY 86 from the Regionwide Repair and Rehabilitation Program, which is administered at the Regional Office level and distributed to park areas for maintenance projects. Accomplishment of this high priority fence will assist in park protection efforts involving illegal hunting and numerous types of resource violations now occurring.

3. If park fees are not enacted, what will happen to your park next year if this \$150,000 does not show up in your base budget?

If the \$150,000 does not show up in the FY 87 base budget, the Monument will continue to operate with a base budget equivalent to that of FY 86.

4. I understand you are presently charging fees at your East Unit. How much is that fee and what increase has the administration recommended.

The present fee is \$1.00 per car. The administration has proposed a fee structure for Saguaro to include \$3.00 per vehicle entry and \$1.50 per single person entry (walking or riding).

5. Could a fee be charged at the West Unit?

Collection of entrance fees at the West Unit is presently impractical due to numerous entries and lack of a single controlled access.

6. Are you receiving any assistance from Pima County for law enforcement on roads surrounding the West Unit of the Monument? Is that assistance sufficient to respond to the numbers of violations?

Saguaro is presently managed under proprietary jurisdiction. The Governor recently ceded concurrent jurisdiction to Saguaro with the stipulation that a cooperative Law Enforcement Agreement on working procedures be established between the County and the National Park Service. That agreement is near completion. The National Park Service enjoys an excellent working relationship with the Pima County Sheriff's Office who shares enforcement authority within the Monument. The Sheriff's Office cooperates in law

enforcement on the roads in the West Unit of the monument. However, both Departments suffer many of the same problems in manpower availability, and neither organization can provide the full level of enforcement needs within the Tucson Mountain Unit.

7. What is your biggest resource problem at this time? What is the Park Service doing to correct that problem?

Urbanization on the perimeters of Saguaro is the biggest resource problem. Issues such as restricted wildlife movement, air quality concerns and vandalism are resultant from this urbanization. The National Park Service has recognized the high priority need to gain baseline information on wildlife populations and critical habitats within the Monument to assist responsible local agencies in responsive land management strategies along the borders of the Monument.

8. How many personnel do you currently have?

Saguaro is presently authorized 25.1 FTE.

9. How many do you estimate you need to carry-out your General Management Plan?

The General Management Plan is still in the formative stages and no preferred alternative has been selected. Without such, it is impossible to estimate what future needs are.

10. Saguaro National Monument is not considered an urban park by the National Park Service. Because of its close proximity to the Tucson urban area and the high use and impacts from their residents, do you think it really has become an urban park?

It is not an urban park in the context of the urban recreation area designation. However, its proximity to a major urban center, such as Tucson, makes it an urban natural area by virtue of the influence of the nearby population upon the monuments.

a. What percentage of the visitation comes from within a 50 mile radius?

Approximately 38 percent of the visitation comes from within a 50-mile radius of Tucson.

11. What services does the Southern Arizona Group Office provide to you?

The Southern Arizona Group Office provides Saguaro with needed support in the areas of visitor interpretation, visitor protection, law enforcement, resource management, and administration.

12. Are these services which you could provide yourself at Saguaro if you were given additional funds?

If given additional funds to fully provide the support services just listed, the Monument could be independent of the Southern Arizona Group Office.

13. Do you believe in these times of spiraling budget deficits, we can afford the luxury of the Southern Arizona Group Office?

In times of budget deficits, the determination of what is a luxury and what is not becomes critical. There can be contrasting views in making this

assessment. It is questionable whether all the NPS areas in the Southern Arizona Group could operate more efficiently with decreased budgets and no Group Office. An assessment of the Group Office was recently completed by the Western Region Operations Evaluation Unit who made a recommendation to keep the Group Office intact, but to make a few changes in staff structure. This was done and the Group Office has provided more responsive support to the individual units within the Group.

What is the dollar amount estimated to be collected and retained under the proposed legislation for Arizona parks?

Under the Administration's proposed fee legislation:

<u>Area</u>	<u>Estimated Total Revenue</u>	<u>Estimated Amount Retained by Park</u>
Canyon de Chelly	\$169,607	\$29,000
Casa Grande	53,345	11,000
Chiricahua	42,170	13,000
Coronado	16,510	5,000
Grand Canyon	3,781,811	553,000
Hubbell	0	6,000
Montezuma Castle	204,609	*36,000
Navajo	657	6,000
Organ Pipe	145,270	25,000
Petrified Forest	462,912	75,000
Pipe Spring	11,281	5,000
Saguaro	238,767	40,000
Tonto	27,602	6,000
Tumacacori	21,758	6,000
Tuzigoot	34,100	*
Walnut Canyon	33,779	8,000
Wupatki-Sunset Crater	72,238	20,000
	<u>\$5,316,416</u>	<u>\$844,000</u>

*36,000 includes Montezuma Castle and Tuzigoot.

How much would it cost to collect these fees?

The following is a breakdown of the fee collection costs for FY 85 and estimated costs under proposed legislation:

<u>Area</u>	<u>Collection Costs FY 85</u>	<u>Estimated Cost of Collection</u>
Canyon de Chelly	No fee in 1985	\$11,500
Casa Grande	\$5,858	5,900
Chiricahua	15,873	24,600
Coronado	No fee in 1985	13,000
Grand Canyon	134,270	267,000
Hubbell	No fee in 1985	
Montezuma Castle	42,000	42,000
Navajo	No fee in 1985	
Organ Pipe	No fee in 1985	26,500
Petrified Forest	118,900	129,000
Pipe Spring	6,500	7,000
Saguaro	No fee in 1985	53,000
Tonto	2,340	2,400
Tumacacori	10,549	12,100
Tuzigoot	13,800	13,800
Walnut Canyon	4,424	4,500
Wupatki-Sunset Crater	No fee in 1985	61,900
	<u>\$354,514</u>	<u>\$674,200</u>

This does not include initial start-up costs of building kiosks, entrance stations, etc.

These figures represent the Arizona areas portion of the \$14.2 million that will be returned to individual parks for interpretation, research and resource management. In addition, Arizona parks will share in a portion of the remaining \$44.8 million based on priority projects in exhibit rehabilitation, visitor transportation systems, cultural and natural resource preservation projects, the free folder program, repair and rehabilitation projects, and the Volunteers-in-Parks program. All parks will also be reimbursed for their costs incurred in collecting these fees.

SUBCOMMITTEE RECESS

Senator DECONCINI. The subcommittee will stand in recess until tomorrow morning in Tucson.

[Whereupon, at 1:07 p.m., Tuesday, July 1, the subcommittee was recessed, to reconvene at the call of the Chair.]

BUDGET OVERSIGHT HEARINGS ON THE CONDITION OF NATIONAL PARKS, WILDLIFE REFUGES, AND NATIONAL FORESTS IN ARIZONA

WEDNESDAY, JULY 2, 1986

U.S. SENATE,
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES,
COMMITTEE ON APPROPRIATIONS,
Tucson, AZ.

The subcommittee met at 9:15 a.m., in the Tucson City Council Chambers, Tucson, AZ, Hon. Dennis DeConcini presiding.
Present: Senator DeConcini.

NONDEPARTMENTAL WITNESSES

OPENING REMARKS OF SENATOR DE CONCINI

Senator DeConcini. Thank you for joining us at this hearing of the Appropriations Subcommittee on Interior and Related Agencies. I appreciate you taking the time in this busy holiday week to bring us testimony on the budgets of the Interior public land agencies and the Forest Service. We have a full morning ahead of us so in order to save time, I will just point out that the purpose of today's hearing is to determine whether or not our public land agencies in Arizona are able to meet their congressionally mandated responsibilities in these times of severe budget constraints. The views of individuals here today will help us to make these determinations and better formulate budgetary needs and priorities.

We will start this morning's hearing with the conservation panel. Because of time constraints, I ask that each individual confine oral testimony to 3 minutes. Longer formal statements by witnesses will be submitted for the official committee hearing record.

Congressman John McCain will be joining us at 11 a.m. In order to accommodate his schedule we will interrupt any witnesses testifying at that time to hear from Representative McCain.

Again, I want to thank Senator James McClure, chairman of the Appropriations Subcommittee on Interior, for allowing me to hold these hearings in Arizona this week. The information presented at yesterday's hearing in Phoenix was very instructive. I am sure today's will be just as beneficial.

CONSERVATION PANEL

STATEMENTS OF:

CANDICE KING, ACTING CHAIR, RINCON GROUP OF THE SIERRA CLUB
DAN FISCHER, REPRESENTATIVE FOR THE NATIONAL PARKS AND
CONSERVATION ASSOCIATION

STEPHEN JOHNSON, SOUTHWEST REGIONAL FIELD REPRESENTA-
TIVE, DEFENDER OF WILDLIFE

DOUGLAS KOPPINGER, TUCSON AUDUBON SOCIETY

ACCOMPANIED BY JIM WEBB, THE WILDERNESS SOCIETY

Ms. KING. My name is Candice King. And before I start my oral testimony as acting chair of the Rincon group of the Sierra Club I want to thank you for your efforts on the San Pedro River Conservation Area. This is an extremely valuable addition to the national public lands system.

Mr. Chairman, members of the committee, I appreciate this opportunity to discuss a public land issue of great concern to the Sierra Club: The continued resource protection of Saguaro National Monument. These are critical times in the management of this national asset.

Tucson's increasing urban character is creating detrimental pressures on the monument. The monument's budget is not responsive to the escalating resource stress caused by Tucson's growth. This promotes a situation where public safety, resource protection, and the visitor experience are suffering.

Urbanization at the monument's boundaries has produced ozone damage in the class I designated wilderness area, habitat disruption from residential development, wildlife destruction by domestic pets, trail damage from commercial tour operations, and law enforcement problems of both a park violation and urban crime nature. The monument's budget must be increased to address these management concerns.

Money must be available for baseline resource studies of the monument ecosystem, including specific studies on critical habitat and wildlife migration routes. Studies on carrying capacity limits and visitor use levels are needed to plan for resource protection in the future.

Funding must also be available to explore management alternatives to alleviate traffic congestion, to decrease maintenance costs, and to meet increased recreational and interpretative demands.

Budgetary increases must include funding for additional personnel. Currently the resource management staff consists of one person, and the majority of interpretive programs are handled by relatively untrained volunteers.

This can have a negative impact on the visitors' perception of the National Park Service. The presence of Park Service personnel on trails and in the back country during periods of peak use is virtually nonexistent. This presents safety and law enforcement problems. Adequate staffing is of paramount importance for good management of public lands in an urban environment.

Again, I want to stress this—these are critical times for Saguaro National Monument, and budgetary considerations will determine

if the monument can survive and fulfill the Park Service mandate of preserving the resource unimpaired for future generations.

Finally, the club has a few suggestions on general public land issues. First, user fees collected in national parks and monuments should be used at the park or monument of collection.

Second, commercial fees should be substantially increased to realistically reflect the wear and tear on public lands from commercial operations.

Third, the recreational budget for the Forest Service should be increased by 50 percent nationwide to meet increasing demands.

And last, the Bureau of Land Management [BLM] budget should be increased to provide intensive studies of BLM lands. Hopefully, this will provide an information base for a more reasonable approach to planning and resource management.

And I have a final point that is not in my written testimony. Funding is immediately needed for a boundary study of urban impacts on Saguaro National Monument. Monday a rezoning case goes before the mayor and city council on land owned by Cienega Corp., adjacent to the monument buffer zone. This development potentially could have disastrous effects on wildlife habitat and vegetation in the area and could affect wildlife within the monument.

The monument staff does not have the funding to determine critical habitat or to mitigate any future danger caused by urban development and currently cannot provide information to city and county planners to help them make intelligent decisions concerning development near the monument. The boundary study is needed immediately to protect the resources at Saguaro National Monument.

Senator DECONCINI. Thank you. Can you give me what the greatest single threat facing the park is in your judgment? Is there one major problem—is that development?

Ms. KING. Urban development. You have wildlife habitat that will be destroyed.

Senator DECONCINI. Do you agree that that has to be addressed here locally?

Ms. KING. It has to be.

Senator DECONCINI. And you touched on the increase in park entrance fees?

Ms. KING. Yes.

Senator DECONCINI. Do you think fees are justified if that money is used at the parks?

Ms. KING. I think that has to be—increases in the user fees but they should not be too great, especially in an area such as Saguaro National Monument that is used so heavily by local residents.

If user fees are increased, there has to be some kind of mechanism to allow for frequent public users so they will not be discouraged by these fees. Commercial fees should, should bear the brunt of a lot of it.

Senator DECONCINI. Do you know of commercial fees outside Saguaro National Monument on general public lands?

Ms. KING. Pardon? Are you talking about the commercial fees on general public lands, not in the monument?

Senator DECONCINI. Yes.

Ms. KING. Right. Well, there are many commercial users, 12,000 to 15,000 horses go through the monument every year.

Senator DeCONCINI. You are talking about the commercial users in the monument?

Ms. KING. Right. And the fee that they pay doesn't reflect the trail damage caused by them. Their fees need to be increased to allow for more maintenance of the trails they use.

Senator DeCONCINI. Thank you. We will go to Mr. Fischer.

Mr. FISCHER. I'm the representative from the National Parks and Conservation Association. I am also on the Citizens Advisory Council to the Safford District BLM.

Senator DeConcini and members of the Senate Appropriations Subcommittee, perhaps the greatest natural resource this country has is land. Industry, farmers, ranchers, developers, et cetera, all know and understand the value of this resource. It would seem that today, however, our national policy toward this resource could be in danger of becoming neglectful. Our Government has an obligation in this regard toward the citizens of this Nation.

We enjoy a marvelous natural heritage which has evolved through the ideas, thoughts, and philosophies of many individuals in the private, Government, and political sectors. The ability to develop and enjoy this legacy has been because of our land resources.

The budgetary problems are directly affecting all of us, and this also includes the four principal land agencies which serve the general public and are on the agenda for today.

First is the Forest Service, which has jurisdiction over large areas of forested mountainous country, particularly in the West. It appears to be heading in a direction of more yield in a region where much of the topography is extremely rugged and more suited for recreation.

More protection for certain critical areas, including interpretation and education, should be made available to the general public. They should also be able to better administer the wilderness areas.

Second is the National Park Service with some of the most spectacular and unspoiled segments of this continent. The parks are continually being squeezed and surrounded by development.

One example is the impact being felt around the Saguaro National Monument, with increased development at its immediate borders. Law enforcement is becoming a major problem as the metropolitan area expands. More interpretive programs need to be available so the public can better understand and enjoy a quality experience when visiting a particular park.

Third, the U.S. Fish and Wildlife Service has a remarkable system of wildlife refuges, especially for migratory and nesting birds, which serve as the result of many dedicated and farsighted men. They are too greatly understaffed to protect and even properly understand the wildlife occurring on the several refuges in the State, also in the West.

There is not enough personnel to look at a broader scale such as research, endangered species protection, and enforcement. Pesticide and pollution problems are becoming an increasingly serious threat not only to wildlife but to us as well. More monitoring and enforcement are in order.

Last, the BLM has a responsibility of administering vast tracts of land which has natural as well as material resource value. The agency is developing a positive position by a system of land exchanges with the State, not only to consolidate for better management, but to also protect vital areas such as the San Pedro Natural Conservation Area.

You, sir, are to be commended for introducing bill S. 2442 to protect this area. This exchange program, was done with no cost. However, now there must be funds available to administer such areas. This is a major concern, especially when their overall budget is being reduced.

To summarize, in order to protect and maintain these vital resources through good stewardship, I would encourage your attention to these issues.

Senator DECONCINI. Thank you, Mr. Fischer. Do you have comments on proposed increases in user fees?

Mr. FISCHER. I would not object to seeing more user fees.

Senator DECONCINI. You obviously would like to see them put back into the parks and the recreation areas?

Mr. FISCHER. That's right. I am glad you brought that up. That's exactly where the proceeds should go. It should not just be an increase in moneys for existing parks. But I'd like to see an expanded park system and see that money used in the proper place, and not just the national parks, whatever the agency is.

Senator DECONCINI. Mr. Johnson.

Mr. JOHNSON. Thank you. My name is Steve Johnson, and I am the Southwest regional field representative for Defenders of Wildlife.

I wish to thank you for this official hearing, and taking your time to be here, and particularly for your support of the San Pedro. I am really happy about that. I thank you for your assistance in helping wildlife organizations seek alternative methods of non-lethal predator control.

I furnished you with 25 copies of my Defenders comments. I am not going to go over those again. I will leave them with you and talk extemporaneously.

I certainly support what the two previous speakers have said with regard to user fees. All of us, whether we are a consumptive or nonconsumptive user, all of us are consumers. Some of us consume more directly than others. It's just that some consume more than other users, and the user fees should be spread among those of us who use public lands in a way as equitable as possible. Those should pay certainly for what they use.

And they should not limit those to grazing fees but all fees. I would like to see all of the public support for their public lands. The main reason for it is not so much that it will return a good deal to the budget.

It would help the parks certainly, and Forest Service, if they came back to the area where they are collected, but it would also, I believe, tend to result in better management of the public lands which is more truly in the public interest.

It's understandable that the Bureau of Land Management and Forest Service and others over the years, Fish and Wildlife Service, too, would tend toward tilting or overemphasizing the management

of those interests that have traditionally supported them monetarily, grazing, mining, to some extent hunting interests, and so on. It only makes sense.

I would support user fees that are user based, tending to equalize over time so that all the public and the agencies themselves would be encouraged to manage more truly multiple use.

Senator DECONCINI. How do you feel about the administration's proposal which does not go to a broad base or all over? It goes to users fees on parks and recreation areas that don't have any fees now, increasing those entrance fees. How do you feel about that?

Mr. JOHNSON. I support it. I work for the Park Service during the summer in the Tetons. Just in the beginning we sold golden eagle passports, sold them to anyone that came in, and from the beginning I was glad to see fees, and I never thought they were high enough.

Our parks are unique in the world. And those who enjoy them, they should be more than inexpensive vacations. They are still, no matter how much you increase the fees, the figures I heard, they don't come close to what they are really worth. So I am in full support of those.

Tonto National Forest is, I believe, of all the national forests in the country under the greatest recreational pressures. It is near Phoenix, and yet it has not nearly enough developed recreation. And I don't want to see it all gone, but I would like to see Tonto in particular receive the funds necessary so that the public can use it.

It's a great megalopolis growing up there, and Tucson is following in its wake. People need to have places to go where they can enjoy the public lands and have development areas where they can enjoy them without damaging them.

So I would certainly like to see as much go to that as possible. The threat to the parks, of course, in Arizona, in the Sun Belt, is population and urbanization. And the trend, that development, has been made clear already.

Rural areas are having a tough time making it the traditional way, grazing. And they are all changing. I see a lot of areas in this State being increasingly dependent on recreational income and people going to these areas and supporting them in different ways.

So any users fees, any way of using them so that people can be accommodated and help the local economies I know we would all agree on. Thank you.

Senator DECONCINI. Thank you. Mr. Koppinger.

Mr. KOPPINGER. I am Douglas Koppinger. I am here on behalf of the Tucson Audubon Society. I want to thank you on behalf of the Audubon Society and say that we are going to limit our comments to the National Park Service, Forest Service, Bureau of Land Management, and Fish and Wildlife Service.

A map of the land ownership patterns in our State clearly shows the importance of these agencies to Arizona. These agencies combined manage 40 percent of the total land area of Arizona. Forest Service lands cover nearly one-fifth of the State, including most of the high elevation areas which are so important for wildlife and recreation.

The National Park Service lands include some of the most heavily used areas, such as Saguaro National Monument and Grand

Canyon National Park. The BLM areas, which under the last decade were largely unknown, are taking on greater importance for wildlife habitat and recreation opportunities as more resource inventories are conducted. And Fish and Wildlife Service refuges are crucial to many species of wildlife in our State.

Arizona's population has nearly doubled since 1970. With this rapid growth, the canyons, deserts, lakes, streams, and forests of these public lands have come increasingly valuable for wildlife habitat and recreation.

Record crowds are expected in our national parks and other public lands this summer. Without population increase and the growing popularity of outdoor activities, demands on public lands will only increase. We must meet this demand and at the same time protect resources for future generations who are entitled to the same experiences that we cherish.

A keen awareness of the quantity and quality of our Southwest deserts' limited water resources has developed in recent years. Areas such as the San Pedro River, representing one of the largest expanses of riparian forest habitat remaining in the Southwestern United States, have taken on even greater importance.

The Bureau of Land Management has seized a rare opportunity through a farsighted exchange program to block up ownership where there has been a checkerboard pattern of Federal and State lands in the past and at the same time acquire several crucial riparian areas here in Arizona such as the 43,000 acres of the San Pedro River.

This was done with the widespread support of Arizonans who recognize that riparian forests and perennial streams are extremely limited in Arizona and now is the time to protect them.

Funds are needed by these land-managing Federal agencies for additional personnel such as biologists, range conservationists, law enforcement people, and planners to monitor vulnerable lands, protecting them from off-road vehicle [ORV] use, abusive levels of livestock grazing, illegal cutting, and other damaging activities.

A small natural marsh in one of our national forests, a rare feature in a relatively dry State like Arizona, was completely destroyed by ORV users recently. Coconino National Forest can't begin to deal with the illegal woodcutting taking place in the Flagstaff area.

Whole areas have been cut far beyond what is normally allowed. Field personnel are needed to help prevent these abuses. There also needs to be a beefed-up information and education effort on the part of these agencies to alert people to the values of these and other sites.

Not only are increased funding levels needed for personnel, but also for acquisition of lands that are important to wildlife. Important habitat is rapidly being lost to development. We must act now to acquire areas and protect them before they are impacted to the point where their wildlife values are lost.

Funds are needed to provide camping and picnicking sites to meet the demands of an increasing population and the many tourists who are attracted by Arizona's outstanding scenery and outdoor activities.

Providing adequate permanent sites will reduce the impact of numerous uncontrolled sites which develop at random, often in sensitive riparian areas.

Funds are also badly needed to protect the irreplaceable cultural heritage found on public lands. It has been estimated that 70 percent of the archeological sites in Arizona's national forests have been significantly damaged or destroyed by pot hunters.

Adequate funding under the Endangered Species Act and the Land and Water Conservation Fund is also essential to deal with the increasing number of impacts that threaten to erode the wildlife and recreational values of our public lands.

Arizona is growing rapidly and will continue to do so. There is an increasing awareness of the values of our public lands and an overwhelming public sentiment that the wildlife, scenic, and recreational values be protected.

Our growth and its associated impacts on the land, such as mineral and energy development, roads, pollution, water demands, make it essential that we act now to protect these lands. People are deeply concerned that at a time when these agencies are facing their greatest challenge, budgets are being cut.

There is a fear that this will not lead to a situation where we will have lean and efficient organizations but instead will result in effective, frustrated agencies losing ground as irreplaceable natural resources are lost.

It is crucial that these agencies be provided adequate funding so they can do the work needed to protect one of our greatest national assets, our public lands.

Senator DECONCINI. Thank you. You have answered the question I was going to ask you about San Pedro specialists that you think are necessary.

Mr. KOPPINGER. Yes.

Senator DECONCINI. And for me to have some specifics, where do you think we would get the money to provide those specialists? Do you have any suggestion other than direct appropriations through the budget?

Mr. KOPPINGER. Good question.

Senator DECONCINI. Other than budget increases or more expenditures?

Mr. KOPPINGER. User fees to some degree. I think we have to carefully look at the existing budget and perhaps assess some of the other areas. I recently learned about the proposal for an expansive road building system in Arizona, and I think we have too many roads and we have to look at that critically to see some areas where we cut back. That's roads in the national forest range.

Senator DECONCINI. Thank you. Do you have any questions, panel?

Thank you very much.

Go ahead, Mr. Bengson.

WILDLIFE/NATURAL RESOURCE CONSERVATION DISTRICTS

STATEMENTS OF:

STU BENGSON, VICE CHAIRMAN, PIMA NATURAL RESOURCE CONSERVATION DISTRICT

LANDIS ADEN, ARIZONA WILDLIFE FEDERATION

Mr. BENGSON. Thank you. First I'd like to apologize for not getting my written report in time. I have an addendum to the first one I sent you by express mail last week that is full of statistics.

My name is Stu Bengson. I'm vice chairman, Pima Natural Resource Conservation District, and I would like to thank you for being here and hearing our testimony.

Arizona is dominated by Federal lands. Approximately 76 percent of Arizona's land area is under Federal control. How the Federal Government manages these lands seriously impacts the rest of Arizona's lands, the private as well as State trust lands.

But we're here today to talk about money. We all know that the Federal debt is now over \$1 trillion, and that amount is 36 percent of our total gross national product. The interest on the national debt exceeds \$142 billion a year. That's the third highest, or this is the third item on the budget, the third highest item on the budget.

We will never pay off the debt. We have to try and balance the budget. I am sure everybody here wants to try and balance it and maybe even start paying off the principal. However, we cannot afford to balance this budget at the expense of our precious natural resources.

Without the natural resources this Nation and any other nation is lost and at the mercy of the world. We need to put more money into natural resources management and conservation. Natural resources right now is No. 9 on the budget way down there on the bottom of the list.

All agencies have been drastically cut. The Soil Conservation Service [SCS], because it's an agency of the Agriculture Department, not U.S. Department of the Interior [USDI], has been cut by 30 percent or more. Here in Arizona the SCS has programs on 67 million acres of Arizona that's Federal and State and private. That's 93 percent of Arizona. It's now being helped by Soil Conservation Service projects. The national resource conservation districts cover 96 percent of Arizona, or some 70 million acres.

Now the other agency budgets have been increased, agencies that have little or anything to do with natural resources management or conservation. The Environmental Protection Agency's [EPA] budget of \$688 million for salaries and administration only are higher than any other agency.

BLM has a budget of somewhere around \$550 million. The Corps of Engineers has a budget of \$3.1 billion. The next highest natural resource budget of the agencies is the Forest Service with \$1.3 million. That covers all their salaries, all their programs, everything. What does the Corp of Engineers do with all of that \$3.1 billion? True, they do build a few dams and they do a few conservation type projects like this.

But my question is, you know: Can't we afford to cut some of these other protected agencies and put the money where it can do the most good on the land? If we lose at our natural resources in

this country, we're lost. And it's due to our strength in our resources that has kept this country free and has made it a lasting force in the world for freedom and democracy.

With that I would like to answer any questions you may have.

ADDENDUM TO STATEMENT

Senator DeCONCINI. We will insert your addendum to your prepared statement in the record at this point before we proceed.

[The information follows:]

ADDENDUM

Arizona = approx. 72.7 million acres.

Indian Reservation = 19.1 million acres.

Major Federal Land Managing Agencies in Arizona:

USFS = 11.3 million acres.

BLM = 12.6 million acres.

NPS = 1.9 million acres.

FWS = 1.6 million acres.

BR = 1.0 million acres.

SCS has conservation programs on approximately 67 million acres.

NRCD's accounts for 96% of State or approximately 70 million acres.

Some Counties (Gila) dominated by Federal Land—98%.

The National Debt now exceeds \$1 Trillion. That's 36% of our total GNP. The interest on the National Debt exceeds \$142 Billion. It's the third highest budget item.

Natural Resources ranks #9 on the budget.

USFS = \$1,300 Million—down 24%.

BIA = \$925 Million—down 20%.

NPS = \$714 Million—down 14%.

BLM = \$550 Million—down 7%.

SCS = \$458 Million—down 30%.

While:

EPA = \$688 Million just for salaries and administration only. EPA gets more money to sit and talk about the environment than SCS gets to actually go out and constructively accomplish projects that really conserve and enhance our natural environment.

COE = \$3,100 Million mostly for construction projects. COE projects, while somewhat associated with conservation and environmental protection, do very little to actually conserve our natural resources nor manage the lands.

Most of the expenditures are for very high priced Federal projects which provide high economic benefits to a select few construction companies and local communities.

Demand on our Federal Lands and Natural Resources is growing: recreation alone on FS & NPS = 497 Million visitor days.

Since 1976 and FLPMA, the BLM has converted the Federal "left-over" lands into real natural resource assets.

We need to put more money into real productive natural resource management programs—not meaningless programs that do little for our natural resources.

Senator DeCONCINI. Go ahead.

Mr. ADEN. Can you hear me OK?

Senator DeCONCINI. Yes.

Mr. ADEN. My name is Landis Aden of the Arizona Wildlife Federation and the Arizona State Rifle & Pistol Association.

I would like to thank Senator DeConcini for the opportunity to comment on the proposed Federal budgets today. Due to the shortness of time and staff we can't comment in detail on the budget proposals, but we will give some thoughts on some general directions that I believe are essential.

As we have indicated in previous correspondence in a mailing, letter from Pat Willis, we believe that it is essential that some areas be maintained or even improved, such as increased field

staffing, emphasis on national resource management, recognition and proper management of wildlife resources and their value to America.

Also, there should be improved recreation facilities to meet public demand. That doesn't mean you have to spend a lot of money, too, but just give access to public lands we already have and we will provide our own recreation.

Where can we cut then? A fine example is the Wild Horse and Burro Protection Act. This ill-conceived program has ravaged the taxpayers almost as bad as the burros have ravaged the habitat. Of all the programs Congress has dumped on the Southeast, this has to rate with the 55 miles per hour speed limit.

Finally, just putting public lands into wilderness and throwing away the key will not help anything. It will just concentrate use on the lands that are left.

The sportsman is a participant in nature, not just an observer. He is in the land; the land is in him. Please do not use our taxes to lock us out of our land. And we would offer assistance on any recommendations involving wildlife and its resources. Thank you.

Senator DECONCINI. Thank you, Mr. Aden. I don't want to be misinterpreting. You are not opposing the wilderness areas—

Mr. ADEN. No.

Senator DECONCINI [continuing]. Per se, are you?

Mr. ADEN. Sportsmen have been the original advocates of it. In fact, it's just in Arizona that the latest proposal really stretches the definitions of wilderness on what was the original—

Senator DECONCINI. You mean the wilderness bill that we did pass?

Mr. ADEN. Some of the areas were fine. Some of the areas we had some questions about.

Senator DECONCINI. You are talking about the BLM wilderness—

Mr. ADEN. This was the Forest Service.

Senator DECONCINI. Forest Service, OK.

Mr. ADEN. The BLM proposals Governor Babbitt sent to the BLM this year—most of you are familiar with those areas—I don't believe they are wilderness quality and would create more problems for Arizona than they would solve.

Senator DECONCINI. So the Wildlife Federation opposes those in a general sense?

Mr. ADEN. Right, we believe, both our groups, that the wilderness quality lands have not been selected.

Senator DECONCINI. Do you know your group's position on the lawsuit filed by the Wildlife Federation regarding exchanges of lands? Has the Arizona Wildlife Federation taken a position on that?

Mr. ADEN. We have more or less on a parcel-by-parcel basis, not a blanket.

Senator DECONCINI. We were very dismayed, of course, that that suit may jeopardize the Pittsburgh Point Exchange—in fact would have prevented the San Pedro Exchange if it had not gone through, and maybe some of the Navajo-Hopi selections. I am very concerned about the lawsuit because I think the BLM played a very

constructive role in the San Pedro Exchange and maybe in the Pittsburgh Point.

Mr. ADEN. You are, of course, supportive the San Pedro Exchange. And like many people, the farther from Washington, the less you are heard, you just hope that you can maybe have your State organization review these, because that can cause problems later about the significance of these decisions.

Senator DeCONCINI. Mr. Bengson, you talk about a lot of pressing problems that Arizona has, and you talk about the Corps of Engineers. I think Arizona would be far worse off without the projects they do, and many of those are being cost shared with the new guidelines being put into effect.

But you mentioned a number of pressing problems as a result of the decrease in the fundings. Where do you think the biggest single problem you see as a result of budget cuts from your organization?

Mr. BENGSON. Basically it has been the lack of funds to have adequate management and conservation projects on the land.

Senator DeCONCINI. Generally on the areas—

Mr. BENGSON. Right, SCS in particular has been hit more than—well, not more than, but it's always been on the lower end of the receiving end of the tube as far as money. It's always been budgeted lower than any of the other agencies, and yet they do, probably as much as or more in the area of conservation management, although they don't have any lands per say. They are more or less a consulting agency to private, State, and other Federal agencies.

Senator DeCONCINI. In your statement you make reference to privileged programs. Is that the EPA you are talking about?

Mr. BENGSON. Not necessarily.

Senator DeCONCINI. Can you identify some of the privileged programs you were referring to?

Mr. BENGSON. The programs, such as in latest budget cutting processes, are those protected programs which cannot be touched. In other words, you cannot cut their budgets.

Senator DeCONCINI. Under the Gramm-Rudman you are talking about?

Mr. BENGSON. Right, these privileged programs, I think if we are going to balance the budget, do it equitably and look at the long-term good of the Nation. You have to look at all programs and cut accordingly, including Defense, including Social Security, all the programs that the Government spends money on.

Senator DeCONCINI. You are saying to cut across the board, if there has to be such a cut it ought to be the same. The same for land management as it is for defense or EPA—

Mr. BENGSON. Exactly.

Senator DeCONCINI [continuing]. Or Social Security?

Mr. BENGSON. As it is now, the expendable programs, these expendable areas take the brunt of the cut.

Senator DeCONCINI. The defense budget, should that face an across-the-board cut if it does come about?

Mr. BENGSON. That would be the major one; that's No. 1 in the budget. Item No. 2 would be welfare and Social Security.

Senator DeCONCINI. Any questions?

Thank you. We appreciate it. We'll go to the Bureau of Land Management. If the State director is here, he can come forward. Thank you very much.

BUREAU OF LAND MANAGEMENT

STATEMENT OF DEAN BIBLES, STATE DIRECTOR

ACCOMPANIED BY:

LYNN SALINE FOR LES ROSENCRAZ, DISTRICT MANAGER OF SAFFORD

LARRY HAMILTON, MANAGER, PHOENIX, TRAINING CENTER

BEAU McCLURE, DEPUTY STATE DIRECTOR, LAND AND RENEWABLE RESOURCES

BILL LAMB, DISTRICT MANAGER, ARIZONA STRIP DISTRICT

DARWIN SNELL, DISTRICT MANAGER, YUMA DISTRICT

MARLYN JONES, PHOENIX DISTRICT MANAGER

Senator DeCONCINI. I am most appreciative of the Federal agencies responding to the genuine concerns of our citizens here, and identifying the solutions. And San Pedro's just one area where you have worked hard; Pittsburgh Point is another which I will ask you some questions about later. I want you to know that we appreciate it. It makes my life a lot easier. Thank you.

Mr. BIBLES. Thank you for inviting us to participate and for the kind words you just said, and those said about us during the Senate appropriations hearings in Washington. I certainly appreciate your kind words.

I would like to begin by introducing the people that I have here at the table with me. Down to my far left is Lynn Saline; he is sitting in for Les Rosencranz, the district manager of Safford. Larry Hamilton, who is manager of the Phoenix Training Center which we operate as a bureauwide training center in Phoenix.

Beau McClure is deputy State director for Lands and Renewable Resources in Phoenix with me. Bill Lamb, district manager, the Arizona Strip District that is headquartered in St. George, UT. Darwin Snell, district manager of our Yuma District; and Marlyn Jones, Phoenix District manager.

In the interest of time and so that we can make ourselves available to the questions you might have, Senator, I do not have a prepared statement. I would like to proceed directly to questions that you might have of us.

Senator DeCONCINI. Let me first address the Pittsburgh Point Exchange that you have been working on. Can you give us an update on the litigation, where is it in the court system and what timeframe your solicitors or attorneys have advised you to expect for a final judgment? And I would like to know what you think the significance such a lawsuit has on this exchange.

Mr. BIBLES. Sir, the Pittsburgh Point, as you are aware, involves the repayment to the State of Arizona for the land, the State trust lands taken.

Senator DeCONCINI. For the record, we ought to explain what that is just real quickly.

Mr. BIBLES. Pittsburgh Point is a point in Lake Havasu that is joined to the mainland by the London Bridge. The Pittsburgh Point lands that are involved in this proposal are both on the side next to

Lake Havasu as well as on what they term the island, which is known as Pittsburgh Point.

It involves approximately 1,100 acres of federally owned land that has been under term lease to the State of Arizona. State parks has operated concessions there and marinas and such. Our idea was to make a transfer of those lands to the State of Arizona, the State Land Department, in order to repay the debt created by the deeds of conveyance in support of the central Arizona project.

Senator DECONCINI. That means lands that the State put up for this right-of-ways?

Mr. BIBLES. Yes, sir; under the State Enabling Act of 1910 the State must deed those lands back to the Secretary of the Interior that are needed for reclamation projects, which in turn generates a debt that's owed by the Federal Government to the State to make it up.

It has a limitation, either dollars or acres, cannot exceed the number of acres taken. There are some very high value lands taken around Phoenix and Scottsdale particularly, and so that debt has accrued near \$110 million and about 30,000 acres roughly.

So we had to find some very high value lands that we could transfer to the State, and this—looking statewide, this seems to be the only place we could come up with lands valuable enough that the State would take.

We entered into an agreement after many months of negotiations with the city and State last November. It's very complex, which includes payment as well as an exchange involving a State park up near Sedona called Lower Oak Creek State Park that the State trust holds title to and is leased to the State park.

We entered into this agreement, and then in December Judge Pratt issued a restraining order to stop action in the National Wildlife Federation suit. The Wildlife Federation suit involves lands that have had a withdrawal, have been withdrawn from the public domain by other agencies or from certain uses or have been classified under the 1964 Classification of Multiple Use Act by BLM.

The suit contends that the Interior Department did not use the proper prescribed means to revoke certain withdrawals and to lift the classifications that had been placed on the lands. All actions that were on lands that would have had a withdrawal revoked or have had a classification rescinded as a result of the Federal Land Policy and Management Act have been stopped by this litigation.

So there was a stay of that order issued about the last of December, and then another order was issued later, and that has an appeal. We have been in essence stopped since about February 14.

Initially we thought that we might be able to proceed with the transfer without lifting the withdrawal, but now we believe we are stopped from doing so.

Senator DECONCINI. It is fair to say, because of the complexity of the central Arizona project this trade—

Mr. BIBLES. Yes.

Senator DECONCINI [continuing]. Was part of that?

Mr. BIBLES. Right. In order to pay the State back for the lands that were taken. It has another widespread impact here in Arizona, other than just the Pittsburgh Point, too.

Senator DeCONCINI. The State is going to end up with this 1,100 acres if this were approved——

Mr. BIBLES. Yes, sir; most of it.

Senator DeCONCINI [continuing]. In satisfaction of this debt due to the transfers. Did BLM go through the withdrawal process in the Pittsburgh Point transaction?

Mr. BIBLES. Yes, sir; the revocation would have been at the request of the Bureau of Reclamation. It has been involved in this process and through the——

Senator DeCONCINI. And the classification——

Mr. BIBLES. Yes, sir.

Senator DeCONCINI [continuing]. Was done in accordance with the rules of the BLM and the——

Mr. BIBLES. That's right.

Senator DeCONCINI [continuing]. And the existing law?

Mr. BIBLES. Yes.

Senator DeCONCINI. Thank you. Do you have any other comments on this?

Mr. BIBLES. I might mention that in the Pittsburgh Point there are other agencies involved that hold withdrawals or hold lands that were withdrawn that were involved in the exchanges. There are Forest Service exchanges in the State that are affected. One Fish and Wildlife Service, one National Park Service, and then many other State exchanges with BLM.

And the State of Arizona worked, as you indicated in your discussion yesterday in Phoenix, for the position that we were doing in Arizona with the State. There are numerous of those exchanges that have been held up as a result of this lawsuit.

Senator DeCONCINI. How many are there, do you know offhand?

Mr. BIBLES. In acreage? We still have some lands to transfer to the State as a result of the Navajo/Hopi Indian Relocation Amendments Act, State lands that we acquired in BLM designated wilderness areas, and State lands that we have acquired in the Grand Canyon National Park. The State is interested in receiving lands in Butler Valley. Butler Valley is withdrawn and, therefore, cannot be transferred to the State at least until the litigation is resolved.

We have a number of exchanges, too, we have just put on hold primarily because of revoked classification. We had closed the western part of the State under the old Taylor Grazing Act authority, which has been revoked. It was replaced with new exchange authority, and under the Federal Land Policy Management Act that classification was lifted.

Senator DeCONCINI. These exchanges, it's fair to say, certainly benefit the State of Arizona?

Mr. BIBLES. And they benefit both the State of Arizona and the public at large that owned the Federal lands.

Senator DeCONCINI. Because of the different exchanges needs on the Federal side you come to the conclusion that the exchanges are beneficial to the public?

Mr. BIBLES. Yes, sir; we would not enter into an exchange unless we felt that the public benefits.

Senator DeCONCINI. Because it is the trust's responsibility in managing those lands?

Mr. BIBLES. Yes, sir.

Senator DECONCINI. Thank you. Do you have anything more you want to say on Pittsburgh?

Mr. BIBLES. No, sir; as to where the particular suit is, it's my understanding that the Justice Department has taken that on appeal. The Justice Department requested Judge Pratt to stay, and it's my understanding that it has now been taken on appeal. We are awaiting action.

Senator DECONCINI. Let me address the budget of BLM, Mr. Bibles, since I have a copy of a budget directive that proposes to change the organizational structure of the BLM from State to region in the West.

It goes on that the public land administered by the BLM should be transferred to the Park Service, Fish and Wildlife Service, and to the Forest Service. Whatever lands that do not go to the agencies should be given to the various States for their management. What are your views on this directive?

I will place that directive in the record at this point.

[The information follows:]

APRIL 17, 1986.

Memorandum to: Assistant Secretaries, Solicitor, Inspector General, and Bureau and Office Heads.

From: The Secretary, Donald Paul Hodel.

Subject: Developing the fiscal year 1988 budget.

Preparation of the 1988 budget for submission to OMB is upon us. The Gramm-Rudman schedule sets this event earlier than in prior years. The key dates are:

Bureau/Assistant Secretary submissions to PBA by May 16;

Secretarial budget decisions by June 30; and

Submission of DOI budget to OMB on August 15.

In considering the preparation of this budget, keep in mind several perspectives on how the FY 1988 budget should fit within the framework of our priorities and agenda.

(1) Since 1981, major policy shifts and operational belt-tightening have reduced budget and staffing in dramatic ways.

In 1981, the first year of this Administration, the Department of the Interior appropriation was \$6.2 billion, and our FTE count was 80,791.

The FY 1982 Reagan budget request was \$5.7 billion, and our FTE count was 73,225.

The FY 1987 budget now being considered by Congress contains requests of \$6.2 billion, and FTE levels of 70,304.

The specific effect of these budget shifts upon bureaus has been considerable.

CURRENT BUDGET AUTHORITY

[In millions of dollars]

	Fiscal year —	
	1981 actual	1987 estimate
BLM.....	594	550
MMS.....	110	161
OSM.....	178	291
BR.....	795	853
GS.....	532	396
BOM.....	142	107
FWS.....	278	295
NPS.....	827	714
BIA.....	1,147	925
TIA.....	172	112
OS.....	103	81
Total.....	4,878	4,485

(2) The 1988 budget targets from OMB are reasonably consistent with 1987 levels. Current accounts remain generally level, with the exception of an increase in the Bureau of Reclamation. Permanent accounts are level, with the exception of the permanent account for the National Park Service, which reflects the increase in fees. Overall FTE counts are slightly below the FY 1987 levels. On the budget side, 1988 is not dramatic by any standard. These targets are listed below.

FY 1986 total budget authority is \$6.4 billion (\$4.7 billion in current accounts.)

FY 1988 FTE total is 69,955.

(3) While projected OMB allowances for FY 1988 are reasonably comfortable, recognize that the Gramm-Rudman years will provide fewer dollars for service to the public. These service levels should not be artificially reduced by efforts to preserve at all costs the current structure of our bureaucracy. For example:

33 percent of our staff work in regional offices or in Washington headquarters;

45 percent of our staff occupy program management and administrative positions in those offices, as compared with delivering services directly; and

We maintain approximately 1,800 field offices.

Our staff members have substantial responsibilities and serve worthwhile purposes, but in Gramm-Rudman days, should our structure be financed at the expense of service to the public? Would not the public be better served by converting the dollars being spent on maintaining organization structure into the delivery of services to the public? This should be a vital consideration in our budget deliberations.

In consideration of these various factors, I have concluded the following principles should shape our FY 1988 budget submission to OMB:

This Department will live within the overall projected budget level contained in the OMB outyear projections.—If appropriate, major shifts among programs and bureaus within that overall level are encouraged. Program Assistant Secretaries have responsibility for recommending shifts within bureaus under their supervision.

Current program emphases are sound, and major shifts in program priorities are not required.—The individual bureau write-ups contain several program ideas for reshaping current programs and/or initiating new ones. These ideas are only advisory. Give each idea consideration as a means of generating savings to be applied in other areas. New programs should be considered with the following in mind:

New programs should be financed through cutting back existing programs and/or generating savings in program operations.

New program initiatives should be considered in terms of whether they can be accepted and implemented effectively in a pre-election environment.

Current program activities should continue to be reviewed critically to make sure that we are:

acting responsibly and effectively as custodians of our natural resources;

achieving a reasonable balance among conservation, environmental and business interests; and

not inappropriately stifling economic development through reasonable regulation of business activity.

Improved productivity in providing services is encouraged.—Consider such improvements as the initial year of a multi-year effort. Savings in administrative costs should be reinvested in increased program activities.

Requests for increases in FTEs will not be acceptable.—Requirements for new FTE's must be met through reducing the FTE requirements of other functions.

Formulation process

The AS/PBA will provide me with the necessary review and staff work for making further budget decisions. I have asked the Under Secretary to be involved actively again this year in overseeing this effort and in narrowing the range of issues and options for my final consideration.

Because OMB is expecting submission of budget estimates by August 15 (one month earlier than usual in order to meet revised Congressional submission requirements), bureau budget submissions will be due to the Assistant Secretary-PBA no later than May 16. In the past, draft budget justifications in the Congressional format were required at the onset of the Department's budget formulation process. To provide each Assistant Secretary and bureau with maximum flexibility to meet the shorter deadlines this year, bureau submissions may take the form of draft Congressional submissions or bureaus may provide their proposals in other formats.

Regardless of the format used to present a bureau's FY 1986 proposal, the following materials should be provided:

Program Assistant Secretaries should prepare a 3 to 5 page strategy overview for each of their bureaus. This overview is to include (a) an overview of the Assistant Secretary's and bureau's directions and goals, the major priorities for FY 1988, and

how the goals and directions support the Secretary's policies; (b) any reallocation of resources the Assistant Secretary chooses to make among the bureaus under his jurisdiction.

Bureaus should prepare the following materials, reflecting the attached policy guidance and the Strategy overview prepared by the program Assistant Secretary.

1. *Summary tables.*—Enclosures A and B illustrate the format for summary dollar and FTE tables.

2. *Descriptions of significant program changes.*—This material is to summarize significant changes in base program and to identify other increases, decreases, and initiatives. All program increases are to be listed in priority order. If necessary to explain and justify changes or initiatives, short background papers may be included. Enclosure C provides a suggested format for presenting program change information.

3. *Implementation requirements.*—Prepare a summary of requirements for new or changed authority to implement FY 1988 budget proposals. Include legislative (Authorization or appropriations) changes as well as regulatory or administrative changes. If relevant, include a discussion of past and ongoing Congressional activities that have a bearing on the proposed budget. Enclosures D(1), D(2), and D(3) provide suggested formats for presenting implementation information.

We expect Assistant Secretaries to coordinate with Bureau Directors as budget proposals are developed. PBA staff will be in touch with the Appropriate program assistant Secretary and bureau staff.

When we meet, please be prepared to make a short presentation describing the program emphases of your proposed budget. This will include the identification of those items thought to be controversial, the rationale for the specific proposal, and the strategy for defending the budget proposal.

Cross cutting issues

As part of the budget formulation process, we will be considering several cross cutting issues. These issues address activities and concerns which require a coordinated approach at the Departmental level. The cross cutting issues, which are discussed further in Enclosure E, are as follows: Space management, Research and development, Information technology, Hazardous waste compliance, Irrigation drainage, Reimbursable FTEs, and Public Affairs expenditures.

Attached are the budget formulation schedule, instructions for the preparation of summary tables, and the policy and budget guidance for your bureaus.

I look forward to working with each of you on the development of our 1988 budget.

Attachments.

BUDGET AND POLICY GUIDANCE—FISCAL YEAR 1988—BUREAU OF LAND MANAGEMENT

Budget and employment guidance

[In thousands of dollars]

Current accounts:	1987
Total current budget authority.....	550,246
Total outlays.....	¹ 549,271
Permanent and trust accounts:	
Total permanent budget authority.....	53,323
Total permanent budget outlays.....	52,370
Personnel targets: Total FTE's (adjusted for savings from interchange initiative).....	9,782

¹ Includes \$1,499,000 reduction in working capital outlays.

Bureau guidance

BLM should plan immediately a multi-year program to eliminate the District Office organization level, convert the State Office organization to a regional structure, and examine area offices for possible consolidation. This plan would be put into effect in FY88 and phased so that savings from ongoing reorganizations (such as the \$1.6 million from interchange, \$2.7 million from Washington Office reorganization, and funds from State office reorganizations, plus the \$3.4 million in the BLM base for interchange would offset implementation costs. The goal could be an organization structure paralleling the Forest Service's regional structure (the Forest Service has seven regions and 92 National Forest units over the same geographic area). The plan should eventually lead to an increase in the frontline, area-office

personnel to two-thirds or more of the BLM work force and a long-term reduction in overall BLM personnel by one-sixth.

In coordination with the reorganization identified above, BLM should develop a plan allowing states to operate all BLM lands and resource programs within their own borders, operating in accordance with FLPMA and other Federal law. Existing rights of private interests on public lands should be preserved, the plan should use existing law to the extent possible. It would include any necessary perfecting legislation. State-run programs would be operated from state funds, in return for which the states would receive enough of the current revenues from these lands to keep them whole in the first year. The amount coming to the federal government in the first year would remain fixed over time, so that state decisions on resource management would be reflected on the revenues they receive from these resources. Lands have permanent federal importance would be transferred to the permanent operation of the Department of Defense, Forest Service, The Fish and Wildlife Service, or the National Park Service as appropriate.

Mr. BIBLES. Well, that particular directive was one of many in preparation for the fiscal year 1988 budget. That was an internal budget document that is addressed to all the interested agencies.

As you indicated, it suggested quite a number of items. In my view, it lacked a basic understanding of the Federal Land Policy Management Act and the responsibilities to the Department of the Interior's multiple-use management. BLM has not intended to take any action. It's my understanding that that directive has since been rescinded.

Senator DECONCINI. The memo is not applicable now?

Mr. BIBLES. As far as I know, Senator, that is the case. I believe that our field managers had proven to be very responsible managing budget reductions, and I am confident they will continue to be responsible. I view that particular instruction as one of the most damaging to resources and disruptive to the agency and the resources we manage.

Senator DECONCINI. Was there opposition among the BLM directors; do you know?

Mr. BIBLES. Yes; including our own bureau chief.

Senator DECONCINI. So it was not acquiescence or a feeling that that was the right way to go?

Mr. BIBLES. I think that—

Senator DECONCINI. That's probably the understatement of the morning?

Mr. BIBLES. We were, as many of the field site directors were, outraged, and I think that's probably understandable.

Senator DECONCINI. During the BLM budget hearings in Washington I asked the question about the proposed reduction in the 1987 budget for the Cultural Resource Management Program. The administration requested \$5 million for this program in the fiscal year 1987 budget. There was \$6 million in the fiscal year 1986 budget for cultural resources found on BLM lands. Throughout the Southwest, particularly right here in Arizona we have a large amount of cultural resources.

I find it hard to believe that delays in the implementation of the cultural resource management plans will not have an adverse impact. Can you comment? Will this delay in implementation have an adverse effect?

Mr. BIBLES. I agree with your indication that so much of the cultural resource programs are here in Arizona, in the Southwest. I would anticipate that our cultural program—which we have not

been given the actual cut on the 1987 budget, but I would not expect in the cultural resource arena to have a major reduction in this particular program. We do intend to continue with development of the site plans for Big Horn Cave and Sears Point next year.

Senator DECONCINI. If you get the \$5 million instead of \$6 million, what would that do to you?

Mr. BIBLES. That's on a bureauwide basis?

Senator DECONCINI. In Arizona.

Mr. BIBLES. I would not expect any reductions in the Cultural Resource Program here in Arizona, so I think we would be able to continue on at the same level. It's my hope and expectation.

Senator DECONCINI. When they indicate they need to reduce funding for wildlife habitat improvement of cultural resource management and recreation, I guess I worry about whether or not you'll have sufficient funding to implement in your interim management plan for newly acquired lands that embrace the San Pedro area.

We have some legislation in the Congress to provide long-term protection. In the meantime, I don't recall any additional funds being allocated to you for what I consider a monumental exchange and very positive use for the public lands.

And I just wonder about it. How are you going to operate without these funds? You obviously have been using some other funds for the preliminary operations. And what are you going to do in the future? Can you share that with us—

Mr. BIBLES. We did, in fact, redirect some of the other priorities within our base throughout the State in order to go ahead and put people down there on site and within the Safford District itself. Most of the impact came right from within the district. We were able to redirect some priorities.

The reason it has not shown up in the fiscal year 1987 or 1988 budget is that we actually acquired that on March 6, 1986, when we closed on that. So that we are more accurate at budget submission times we will be going through a detailed planning operation. We expect to keep that at about the same level.

As I mentioned, we need two people on site, there is one presently. We are in the process of hiring a uniformed ranger who will be stationed down in the area.

Senator DECONCINI. You will be able to maintain that for at least—

Mr. BIBLES. Somewhere in the neighborhood of \$300,000 to continue the planning over the next couple of years is what we expect.

Senator DECONCINI. Is that adequate in your judgment?

Mr. BIBLES. It is, we place a high enough priority on that, Senator, that we intend to do the job there. It's intended to get the plan together so we know for sure what we do need in that effort.

Senator DECONCINI. Maybe it is an unfair question to ask you, but if you weren't constrained by the large budget deficit here, do you have a maximum plan or an optimum plan, and do you know what it might cost to properly manage that?

Mr. BIBLES. I think as far as the optimum—I believe we really need to continue on a preliminary plan and planning level and let

that optimum level come out of the Congress on the long-term plan.

Senator DECONCINI. So as I understand, you are talking about \$300,000 for a year or two and then you would be making a request for what you think is necessary to manage it properly?

Mr. BIBLES. Right. With the kind of expertise we should put on the ground as well. I think the whole thing, in your earlier question with respect to kinds of expertise on the grounds with the mix of resource that is down there on that site on the cultural level as well as the wildlife.

Senator DECONCINI. I don't know if you agree with this statement. But I think it's a marvelous challenge for BLM, realizing you have budget restraints, to manage this in a little different pattern than other levels. Indeed this is a little bit different.

Mr. BIBLES. It certainly is different. And as you're probably also aware, within that San Pedro area, since eastern Arizona was not affected by the restraining order on State exchange, we were able to acquire about 50,000 acres of Aravaipa Canyon and another 25,000 acres near the Mule Shoe Ranch.

The newly obtained land near the Mule Shoe Ranch will be managed cooperatively under an agreement between the BLM and the Nature Conservancy who owns the Mule Shoe Ranch.

The Aravaipa Canyon and the Mule Shoe Ranch areas are a part of the San Pedro watershed, and part of the overall plan for that area is increasing our holdings, and we estimate on those two we have reduced the number of scattered parcels and reduced the number of grazing permits we and the State holds. So there are some choices. We are in a better position to reduce the workload in some of the areas.

Senator DECONCINI. It's been 2 years since we passed legislation which designated some 250,000 acres of BLM lands of Arizona strip as wilderness in the Arizona strip. Also, the BLM wilderness study is coming to a close, and I wonder if you could explain to the committee what you already have done to implement the Arizona strip wilderness area. What steps are you taking to ensure the proper protection of the wilderness study areas statewide?

Mr. BIBLES. If I could address those maybe in the reverse order. We intend, as far as wilderness study in the rest of the State, we do intend to continue monitoring flights and others means in those areas to try to prevent any actions occurring in those wilderness study areas that should not be occurring.

In terms of the other wildernesses, we are proceeding with the wilderness management plans. We have the Paria Canyon and Vermillion Cliffs out in draft. We have to be finalizing that particular management plan in the near future. And we have started the public process and scoping for the Paiute-Beaver Dam Mountains Area of the wilderness management life. We are proceeding on those separately.

And as for management on the ground, putting the signs in those areas, that should be a priority. We have a lot of different kinds of uses in those wilderness areas that were permitted in the act, and we have been working with those particular people that use those areas.

In addition, we have acquired all of the State inholdings in every one of the wilderness areas in addition to adding to our holdings around Aravaipa Canyon.

Senator DECONCINI. Have you had sufficient funds in your budget to implement the wilderness in the Arizona strip?

Mr. BIBLES. We got an additional allocation, I think of above \$100,000 additionally to proceed with that wilderness management plan effort. We are able to proceed, as I said, with one unit at a time until we get the wilderness management plan and get those implemented.

Senator DECONCINI. \$100,000 doesn't—I am not trying to spend more money, but it doesn't seem like a whole lot of money to manage the Arizona strip wilderness area up there. Just as a layman observing it, it seems a piddly amount of money for the tremendous job that I think is entailed. Maybe it isn't such a big job, but as I recall the maps and the trading that went on to get the bill, it seemed a lot.

Mr. BIBLES. It is a lot of problems.

Senator DECONCINI. So you got an additional hundred——

Mr. BIBLES. It was an additional \$100,000 following the passage of the 1984 bill.

Senator DECONCINI. Can you say if that's adequate for the time being this year?

Mr. BIBLES. Given the tightness of the budget situation, we are proceeding on a very deliberate course. We are working very closely with Graham County, with the Forest Service, that they're involved in essence the same wilderness. They are one side; we're on one side. So we're proceeding at a schedule that we can proceed together on.

Senator DECONCINI. Can I turn to the San Simon Barrier Dam. I have been involved in that a little bit, and I am very interested in completing the project. The purpose of the structure was to eliminate severe erosion and restore the integrity of the land in that area, and I understand it's going to take about \$2 million to complete the mainstream structure.

Why has the project not been completed other than lack of money? It may be a very easy answer. And do you believe that the Timber Draw Dam is important? Why hasn't this dam gone ahead? And two, who is preventing it from getting done?

Mr. BIBLES. I think the results of the structures that have been put in there, and certainly the one that's known as the barrier structure that you were responsible largely for getting on schedule back in about 1980, has been very effective.

There is just the one more for the entire San Simon watershed. The results have been very gratifying. As I think you are aware, the siltation is filling the old channel, restoring the water table. The impact upstream from those dams in some instances has been 10 or 12 miles. We do need it.

It has been on our program for quite some time in terms of spending \$2 million within our base. We have just not been able to handle that with our soil and watershed program, either in Arizona or the Bureau of Land Management. We have submitted that for the fiscal year 1987 and 1988 budgets.

Senator DECONCINI. You have made the request——

Mr. BIBLES. We have made the request.

Senator DeCONCINI [continuing]. For 1987?

Mr. BIBLES. Yes; but not——

Senator DeCONCINI. The Interior knocked it out or the Office of Management and Budget [OMB]?

Mr. BIBLES. It's been right in the BLM. We try to look at the operators and try to maintain it, the same program that, for example, we need to file in this State, the water rights claims in the State adjudication, the Agua Fria bill. You can only spread so thin bureauwide.

Senator DeCONCINI. Who sets those priorities, BLM, the director himself?

Mr. BIBLES. We work together as a bureau management team with the State director and the bureau director. We did not address this specific project, though.

Senator DeCONCINI. On the pecking order, is this down on the list? Is it moving up, or——

Mr. BIBLES. I think it's widely recognized as one that's necessary. But as you look at the overall budget, there is no way that we can go ahead and take a \$2 million outlay for a project. That comes from within the base; we would be unable to make that.

Senator DeCONCINI. But \$2 million, extra dollars, if you had that in the 1987 budget, could you complete this in 1 year?

Mr. BIBLES. As far as getting the contracts completed, I think we could, sir. The cultural, we have been working on cultural clearances for the dam site. I have been working with a group out of the University of Oklahoma that has been volunteering some time to clear those cultural sites that happen to be in the area of the dam site. I don't know that we could actually complete all the cultural clearance work in 1 year.

Senator DeCONCINI. Do you have a schedule for that? Do you know what it would take in 1987 that you could spend toward this? Assuming that there was enough money to do it. Over a 2-year period. Or how much would you need?

Mr. BIBLES. I think——

Senator DeCONCINI. Describe them to us. Or do you know?

Mr. BIBLES. Yes, sir; in fact, we have a letter that we wrote to you that laid out in detail cost in response to a question you had about 1 year ago, and I would be glad to furnish a copy of that.

Senator DeCONCINI. I don't remember receiving a response, but we could have it.

Mr. BIBLES. I am well aware of that.

Senator DeCONCINI. Did that response specifically say, do you remember, what could be spent in 1987?

Mr. BIBLES. No, sir; it does not.

Senator DeCONCINI. Do you have an overall figure you could compile of what your estimate is? If there was money in there, what would it take to do work in fiscal year 1987?

Mr. BIBLES. Beau McClure tells me that it appears that's it's a one-contract situation, probably about a \$1.6 million for the construction and a total of around \$400,000 for a contract for clearance of the cultural resources. The total contracts would cost, probably a 1-year cost, in the neighborhood of \$2 million.

Senator DECONCINI. So I understand that, if you were going to enter into this in 1987, what would you actually need that you think you would have to pay out that year?

Mr. BIBLES. If I could, I would rather supply that after we talked to our general contract people who would know exactly. Could I supply that for the record, sir?

Senator DECONCINI. Yes; the amount of the money for the required construction, that's what I would like to have.

Mr. BIBLES. I would like to supply that for the record.

[The information follows:]

During a recent visit to our Safford District Office by Patty Lynch and David Steele, there was a discussion about the San Simon Watershed rehabilitation efforts. Ms. Lynch requested that we forward an estimate of construction costs for the Timber Draw Detention Dam, the last remaining major structure identified in our rehabilitation plan. The construction of this dam will provide some flood control relief for the Gila Valley plus reduce the time required to stabilize the badly eroded San Simon Channel.

Enclosed is an estimated cost to construct the Timber Draw Dam. With the addition of administrative costs and money necessary to accomplish mitigation work on prehistoric habitation sites, within the area affected by the dam, the total cost is estimated to be about \$2,000,000.

This project is not included in the President's budget request as it does not have sufficient priority when measured against efforts to reduce the budget deficit. The work is of the nature that can be deferred until the project can compete in the budget with efforts that are currently of a higher priority.

Timber Draw Detention Dam

[ENGINEER'S PRELIMINARY ESTIMATE]

<i>Item and unit</i>	<i>Total</i>
1. Common excavation—125,000 yd ³ at \$1/yd ³	\$125,000
2. Compacted earthfill—400,000 yd ³ at \$1.70/yd ³	680,000
3. Concrete in structure—2,000 yd ³ at \$200/yd ³	400,000
4. Reinforcement—260,000 lbs at \$.50/lb	130,000
5. Drains—860 lin. ft. at \$15/lin. ft.	12,900
6. Waterstops—1,032 lin. ft. at \$8/lin. ft.	8,256
7. Dowels—400 lbs. at \$2/lb.	800
8. Riprap—2,500 yd ³ at \$25/yd ³	62,500
9. Filter sand & gravel—1,000 yd ³ at \$10/yd ³	10,000
10. Gravel & toe—4,000 yd ³ at \$10/yd ³	40,000
11. Fence—Lump sum	2,000
12. Mobilization and preparatory work—Lump sum	30,000
13. Contract supervision—25 WMs at \$3,000/WM	75,000
Subtotal Estimated Construction Cost	1,576,456
Additional costs: Administrative and cultural clearance and mitigation	400,000
Subtotal additional costs	400,000
Estimated total cost	1,976,456

Senator DECONCINI. I have no other questions.

Mr. CILEK. Back to San Pedro for just a second. I heard you say that you missed the 1987 cycle as far as additional funding goes, but I thought you said you also missed the 1988 cycle. Would that be correct?

Mr. BIBLES. I would say, though, that our Washington office and a number of program areas—and this is not just a single subactivity—was very willing to help us in terms of shifting within the Bureau priorities to make sure that we have adequate funds if we do not start in 1987 and are not able to complete that plan.

Mr. CILEK. I assume that the funding would be allocated for that and—

Mr. BIBLES. If it is not, we would continue to live within the priorities on our own base to keep that level of activity.

Mr. CILEK. Thank you.

Senator DeCONCINI. Anything else? Thank you very much, gentlemen, for being here.

U.S. FISH AND WILDLIFE SERVICE

STATEMENT OF MIKE SPEAR, REGIONAL DIRECTOR, U.S. FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR

ACCOMPANIED BY:

JIM GOOD, REFUGE MANAGER, HAVASU NATIONAL WILDLIFE REFUGE

MILTON HADERLIE, REFUGE MANAGER, KOFA

LINDA HAGEN, REFUGE MANAGER, CABEZA PRIETA

WAYNE SHIFFLETT, REFUGE MANAGER, BUENOS AIRES

WES MARTIN, REFUGE MANAGER, CIBOLA

WILL NIDECKER, REFUGE MANAGER, IMPERIAL REFUGE

BEN ROBERTSON, REFUGE MANAGER, SAN BERNADINO REFUGE

Senator DeCONCINI. Mr. Spear, U.S. Fish and Wildlife Service.

Mr. SPEAR. We have no prepared statement. I'd like to start off with introductions. To my left it Jim Good, refuge manager, Havasu National Wildlife Refuge; Milton Haderlie, refuge manager from Kofa; Linda Hagen, refuge manager from Cabeza Prieta; Wayne Shifflett, refuge manager at our newest refuge, Buenos Aires. Wes Martin, refuge manager for Cibola, Will Nidecker, refuge manager for Imperial Refuge, and Ben Robertson, refuge manager from San Bernadino Refuge.

We would like to respond to any questions you have.

Senator DeCONCINI. Thank you, Mr. Spear. I appreciate your being here and the fine work you are doing. In our budget justification I see that the Arizona operations and other units of the Fish and Wildlife Service have taken a sizable reduction in the past few years. During this time new units have been added to the Service responsibilities. Can you give me your general view of the budget needs of the Fish and Wildlife Service in Arizona?

Mr. SPEAR. Mr. Chairman, you are correct in that there have been some reductions, certainly Gramm-Rudman reductions in the last year, and for 1987 there are some reductions for maintenance.

I believe I can characterize the situation this way. Up to this point I think we have done fairly well in managing and reorienting our priorities, shifting from the lower to the higher priority areas, but gradually we see a reduction in our capabilities.

So I might describe it this way. If you have a \$100,000 facility at one of our refuges, we can end up with a relatively small field staff. The person to my far right is a 1 to 1½ person field station, depending on what time of year it is. And the largest you see represented is probably approximately eight people.

You get a small facility like that—and I give you an example of, say one of the roughly \$200,000 budget, and the fixed expenses may take up 90 to 95 percent. Then you take a 4-percent cut, which is something like Gramm-Rudman, you do that very many years in a

row, maybe one or two in a row, you basically say to yourself you have to reduce things that were formerly fixed costs, you can't replace vehicles, so you gradually see an erosion.

Up to this point I have been very pleased. I think we have lived very well with the situation. But we see a situation coming to a point where basically we are having to limit our facilities for the public, defer maintenance, and generally just see the, the erosion of, I might say of a capital base because of a lack of maintenance.

Senator DECONCINI. It's my understanding—let me first ask, have you happened to lay off any people?

Mr. SPEAR. So far we have not laid off people. We have, in certain circumstances not filled in behind people who have left, so it's a matter of taking opportunities and saving salaries when a person leaves. For instance—in law enforcement very specifically, we are leaving vacancies.

Senator DECONCINI. How many have you lost by attrition?

Mr. SPEAR. I know in Arizona, in our region we have lost, in the law enforcement area, one agent, actually two agents now. In the refuge area, I don't have a number on that. I certainly don't have a number strictly for Arizona. It would be in the neighborhood of probably less than five. But total refuge staff is around 45 to 50, so you see it can be a high percentage.

Senator DECONCINI. My understanding is about 95 percent of your budget for these units is being spent on salaries and fixed expenses like utility bills and those types of things, and the refuges do not have the funds necessary to respond to some of the long-term resource habitat improvement and law enforcement problems.

Is this assessment accurate, and if so, what are your plans to overcome it?

Mr. SPEAR. Your assessment's fairly accurate. I think that as we prepare for the 1988 budget, we're looking at essentially shutting off certain types of operations, cutting back on our—continuing the policy of not filling the vacancies.

I do not see the opportunity to rectify the situation. We're simply holding on, trying to staff those very basic purposes for which the refuges are established, having to limit those things that can wait.

To give you an example, we acquired Buenos Aires to restore the masked bob white quail. The last thing we would give up on Buenos Aires would be that effort.

But while we're going through a master planning process to look at the way we want to manage and how we deal with the public as well as endangered species and other wildlife issues, the public recreation interpretation type aspects would be the things that have had to wait.

In providing those sorts of facilities and opportunities in the future, if it came to a point of not being able to implement our plans, we would go on with the quail recovery first and pick up those other activities as funds became available.

Senator DECONCINI. The administration has proposed a curb on the ARMM, the Accelerated Refuge Maintenance Management Program of \$9.5 million, thereby reducing the overall budget for the State of Arizona also. Can you give me an idea on outstanding maintenance needs in Arizona?

Mr. SPEAR. I don't have a total number for that. I do know that that particular cut in 1987 does affect Arizona to the tune of \$300,000. In other words, the Arizona portion of the \$9 million is approximately \$290,000. The \$9 million is approximately a 50-percent reduction in that account on a nationwide basis.

The idea with that account was to get that number up to, I believe it was around \$40 million a year to about 40 a year on a nationwide basis so we could keep up with major maintenance. Now we're dropping it back down to about 9, so you can see we will be falling further behind.

Senator DECONCINI. What specific maintenance projects in Arizona refuges will be deferred—

Mr. SPEAR. Well—

Senator DECONCINI [continuing]. If you have to take this \$9 million and in Arizona the \$300,000 cut?

Mr. SPEAR. I have a list; most of them are labeled small projects. In the neighborhood of \$2,000 to \$5,000 we don't break it out to give an individual project identified.

Larger ones—for instance, on the Lake Havasu refuge, one of our main activities is managing people on the river to protect the adjacent marshes. We will not replace the patrol boat that is worn out.

Senator DECONCINI. One less boat, is that right?

Mr. SPEAR. Well, we're at this point patching up the old one.

Senator DECONCINI. I see.

Mr. SPEAR. Imperial refuge, we have a part of our headquarters where we are developing a little interpretive center. In particular, we have tried to provide some interpretive displays for Arizonans. The Yuma area as well has a large number of winter visitors, and we had a \$40,000 item with which we were going to rehab the visitor contact displays in that area.

On the Kofa refuge—their headquarters is also in Yuma—the parking area around the headquarters where they have the maintenance shed, et cetera, is deteriorating, and we were going to rehab that this year for \$60,000.

So it's items like this rather than routine in many ways, but simply have to be—

Senator DECONCINI. Do you have these prioritized? Are there some that are either public safety items, or in other words, absolute necessities? I know they are all necessary, I am sure, in your judgment, or they wouldn't be on your list.

Mr. SPEAR. Of the \$300,000 I have here, we could provide that to you since most of them have listed simply small projects. We could provide you a priority list amongst them.

Senator DECONCINI. Would you do that for us?

Mr. SPEAR. Certainly would.

Senator DECONCINI. Thank you. Let me turn to some problems we have with the hatcheries. The Williams Creek Fish Hatchery is presently being operated under a memorandum of agreement between the Bureau of Indian Affairs [BIA] and the Fish and Wildlife Service. BIA provides the funds and Fish and Wildlife operates the hatcheries.

Can you tell us if this is working well in your opinion? Has BIA requested sufficient funds for the hatcheries in 1987, and what is the condition of these hatcheries?

Mr. SPEAR. Mr. Chairman, that was an idea that got started about 3 years ago, and very frankly it's my theory, and I do not mean it in a negative fashion. It's simply a situation where they are assessing their priorities and putting funds into those hatcheries basically at a level that we had in those hatcheries 3 to 4 years ago and continuing to maintain that commitment to staff those hatcheries, to fund the operation of those hatcheries.

Unfortunately, they are unable to fund the maintenance of the hatcheries. And if we have as a situation where the operational dollars, the dollars it costs to raise the fish, feed the fish, distribute the fish, are gradually becoming eroded by inflation, and in addition as displayed here lately no money to maintain the facilities—and what we do, what I have—I basically rob from other fish hatcheries in the region to do that absolute minimum amount of maintenance that is necessary to keep the thing going.

An example would be our road project last winter, where the last 2 to 3 years we have been working with BIA to try to develop and maintain a road up to Williams Creek Hatchery, which is relatively remote and the old dirt road was—it's almost impassable in the wintertime.

We have three families living up there. Finally last fall we decided we could not go through another winter with those three families in those quarters. BIA was simply unable to fund it, and we understood that. So we collected our people from all over the region and their road graders, and BIA provided some gravel, and we took some of our funds and with a 3-week effort of refuge people from Oklahoma, Texas, and New Mexico and hatchery people from all over got together for a 3-week project and built the road. So we felt good those people would be safe over the wintertime. But extraordinary efforts were required.

Senator DECONCINI. The answer is it's not working too well because you are short of funds. What kind of shape are the hatcheries in?

Mr. SPEAR. We feel in the long run the hatcheries will go downhill. They are operating—we have been at this for 3, about 3 years. They are still operating fairly well. They are producing, with the money we eject into the system they are producing at perhaps 90 percent of capacity. But the long run future is not too good.

Senator DECONCINI. We have three refuges in Arizona which have been identified by the Service as having possible irrigation drainage water quality problems. Lower Colorado and the Gila River is one of the nine sites for which field studies are being initiated by the Department of the Interior.

The Fish and Wildlife Service has prepared action plans for the Havasu, Imperial, and Kofa refuges in Arizona. I am told, however, if remedial action is recommended, the fiscal year 1987 and future budgets do not include funds to undertake corrective actions.

What are your feelings about these studies. Do you believe we can estimate now the cost for corrective actions and include those funds in future budgets so that we won't be faced with a situation where an action plan is completed and we don't have any chance to fund them for another whole budget cycle?

Mr. SPEAR. Mr. Chairman, I am afraid this may be one of those situations where it really is necessary to get the study results to

determine what action plan is necessary. The range of possibilities of what we may find, for instance, on the Imperial, Cibola, and Havasu refuges is so great that you would be—I would find it next to impossible to try to estimate what might be needed to clean up.

Kesterson refuge in California is a good example; I don't think anybody could have anticipated the extent of that problem and predicted what it would have taken to clean up that. And that's action we are looking at, similar sorts of things.

Senator DeCONCINI. When are those studies due?

Mr. SPEAR. The sampling is going on right now. As a matter of fact, Bill Kepner is on the Colorado River working with the Geological Survey and Bureau of Reclamation people to collect samples. The collection will be completed within the next month, I believe.

I do not have a date for the actual analysis, but I would expect that it would take at least 6 months to complete the analysis of those samples. Their report should be ready next spring. I'm, I am, to some extent I am guessing, but that's what I would—

Senator DeCONCINI. If that so happens and if it requires sizable expenditures, do you think you would be prepared to ask for supplemental funds or wait for the next budget cycle?

Mr. SPEAR. If it is something very serious, then we would proceed with a request in the supplemental.

Senator DeCONCINI. Are there other contamination problems in Arizona that are more threatening?

Mr. SPEAR. Mr. Chairman, that's a distinct possibility.

Senator DeCONCINI. There are?

Mr. SPEAR. We just completed a study on the lower Gila River from Phoenix to Yuma, looking at the organochlorines such as, DDT toxaphene and heavy metals. We have not got the results out on the heavy metals, but we have just published and reported out a study of the organochlorines.

We find extensive contamination of fish and wildlife from DDE, a breakdown product of DDT, extensive toxaphenes in the area of Painted Rock Reservoir.

And I feel that throughout the agricultural areas—really in the country at large—but here in the Southwest there seems to be a phenomena, a very low breakdown of these old pesticides that we used to use, like DDT and toxaphenes. Those residues are going to be with us for quite a while. And we are simply trying to examine these agricultural areas throughout the State. Results of the lower Gila—

Senator DeCONCINI. I have a number of questions here I'd like to submit to some of your refuge managers and we can later go into specifics. Do you have any questions?

Mr. CILEK. No.

Mr. ESTES. One question, Mr. Spear. Are your studies far enough along now, have you determined the source of these contaminants?

Mr. SPEAR. This study will be out in the next couples of days. Those are agricultural contaminants.

Mr. ESTES. The others—

Mr. SPEAR. We have not gotten the results from heavy metals. We don't know whether there could be more industrial contamination there.

CONGRESSIONAL WITNESS

STATEMENT OF JOHN McCAIN, U.S. REPRESENTATIVE FROM ARIZONA

Mr. McCAIN. Mr. Chairman, I'd like to thank you not only for holding this hearing but also for the interest and concern that you have, and your continued commitment to the maintenance of the great natural beauty and treasures that we have in our State.

I think all of us are very appreciative of the many years you have spent addressing these issues. In fact, the fact that you have asked your subcommittee to be here I think is very important.

Mr. Chairman, I will try to abbreviate my statement as much as possible. I know you have other witnesses and a very heavy schedule today.

Mr. Chairman, you know that four agencies—the Bureau of Land Management, the U.S. Fish and Wildlife Service, National Park Service, and the U.S. Forest Service—own 27 million acres in our State, over one-third of the total acreage of the entire State. And their combined budgets for fiscal year 1986 is roughly \$86 million.

As you were just discussing, the proposed fiscal year 1987 budget figures reflect what is being felt in all federally funded programs—reductions.

I have not had an opportunity yet, Mr. Chairman, to analyze the budget that the House and Senate just passed last week, but have no doubt that there are reductions in that House and Senate passed budget that we must address.

I guess the question is: What does this mean to millions of Americans? What does it mean to visitors to Arizona's national parks and recreation areas? What does this mean to the thousands of hard working and dedicated employees of these agencies whose resources for the management and preservation of these 27 million acres are becoming more and more scarce? What does this mean in terms of reduced personnel and equipment to maintain our Nation's most treasured resources?

These questions take on deeper significance when taking into consideration the accelerating population growth—over 100,000 people a year are moving into our State—community expansion and industrial development. Additionally, the increased national and international attractions to vacation in our magnificent State because of the fear and threat of terrorism abroad.

Mr. Chairman, a few weeks ago I went to the Superstitions, one of the great treasures of our State. I have seen the impact of growing pains which have impacted right up next to it. And there's no doubt that we need to deal in the area of enforcement with those very few but unfortunately active criminals—and they are criminals—who destroy the fragile ecology. And I submit we need to do a lot more to educate many of our citizens to the delicate fabric of our desert ecology which needs to be maintained.

Mr. Chairman, these combined factors, budget reductions, increased visitors, and a rapidly expanding population, are placing a greater demand than ever on these resources. What this amounts to is clearly a major dilemma on Arizona's parks, recreation areas, wilderness areas, and those who are responsible for their day-to-day operation.

The dilemma is that the Federal Government, having provided the funds necessary for these functions, can no longer afford to provide many of the essential services necessary for visitors' health and safety.

Mr. Chairman, I submit to you that we were seeing another example of a need to consider—and I emphasize consider—a shift from full Federal support to some sort of cautionary, or in this case some increased user fee concept.

This approach has caused us to revise traditional attitudes about the role of the Federal Government in providing many services and programs nationwide. An example of this refocusing is the unprecedented cost-sharing agreement signed in April between the State of Arizona and the Secretary of the Interior to ensure the timely completion of the central Arizona project with plan 6 in its entirety.

The concept of cost sharing with those who benefit directly bearing a greater financial responsibility has today become an integral part of water development projects nationwide.

Mr. Chairman, I think we need to take a close look at the user fee concept along this same line. However, first let me distinguish between user fees and a similar often confused but totally different item, that of entrance fees.

User fees are those fees charged for the actual use of a specific item, such as camp sites. The Department of the Interior has the ability administratively to increase these fees as conditions warrant. I do not believe there is much to dispute over the appropriateness of these actions.

However, the same is not true of entrance fees. Currently, only units of the National Park Service and national recreation areas administered by the Forest Service may collect entrance or admission fees. These fees are frozen by law at the fee being charged as of January 1, 1979.

If no fee was charged as of that date, none can be charged. I believe that because of the previously mentioned factors of budget reductions, increased visitors and expanding populations, particularly here in Arizona, the time has come to consider modification of this legislation.

This is not a new or novel concept. These fees have been the subject of controversy several times in recent years, beginning with the Carter administration back in 1978.

In 1982 the General Accounting Office issued a report which noted that \$21 million in net revenues could be collected under a program of higher fees and longer collecting hours. In today's fiscal environment we can no longer afford to ignore that kind of revenue, as long as proper safeguards are enacted concurrent with fee increases for senior citizens such as the golden passes, provisions for low income individuals, and also handicapped. This must be a consideration of any proposed legislation in my opinion.

Mr. Chairman, I believe it is time for Congress to consider repeal of these provisions of Public Law 96-87 which prohibit an increase in entrance fees in order that we might ensure our public lands get the increase in funding they need and deserve.

But, Mr. Chairman, that last clause is the key. We must be certain that any increase in these fees goes back into the land, whether it be resource, management or facilities.

These fees should not be used to offset appropriations, but rather should be used to supplement them at some agreed upon base level. My own preference would be to use the presequestration fiscal 1986 figures as a baseline.

I believe it is appropriate that general revenues support a large share on the budgets for these public lands. These lands exist for purposes other than their use for recreation or production. They exist as a representation of American history and American spirit. They exist as a living monument to those who come after us.

In this sense, we all benefit from their existence. Unfortunately, one must also deal with reality. Reality indicates that we as a Nation do not have sufficient funds to dedicate to public lands on top of the funds already used in such a fashion. Therefore, to achieve the funding necessary, we must turn to another source, that being the direct user.

Mr. Chairman, I submit then you are aware of the bill proposed by Senator Chafee last March, S. 2092. I think that there's a lost aspect of his bill. As you know, he's a zealous guardian of our environment. This, basically said, would amend the Land and Water Conservation Act by raising the maximum cost of annual passes from \$10 to \$25 and allowing fees to be charged at areas where they are currently forbidden.

The bill states that the fees are intended to supplement rather than substitute for appropriations. The bill would allocate fees by providing 30 percent to the parks collecting fees, 40 percent to parks not collecting fees, and 30 percent for general visitor and resource programs as approved by the Director of the Park Service.

I believe that that kind of legislation would serve as a framework for further consideration along the lines of increasing entrance fees to supplement appropriations. Congress should explore other avenues that, while smaller, can result in more efficient use of our public lands.

Our idea is to earmark some portion of these increased entrance fees for the park of origin. This would give individual units of the park or Forest Service an incentive to do the best job they could in realizing the new revenues.

However, we must be careful to distinguish between the Grand Canyon, Montezuma's Castle, and The Mall in our Nation's Capital. We cannot allow the rich to grow richer at the expense of our smaller treasures. And we must recognize the unique features of our urban parks and recreational areas. I am confident that these problems can be addressed.

Mr. Chairman, it has been documented by recreationists throughout this country that there is a willingness to pay. There is a willingness to increase, but in order for that willingness and this kind of legislation to be accepted I believe it must have in it enough features to convince the recreationists and the people of Arizona that these funds will not be a way to reduce the mammoth budget deficit, not to increase salaries particularly, or for any other reason, except to maintain and improve the great national treasures that we have.

And I would like to thank you, Mr. Chairman, for your deep interest in this issue. I don't believe there's a State in the Union that is facing more pressures on its treasures than the State of Arizona,

and I thank you very much for the opportunity to make some recommendations to you, as I know you will address significant legislation in the future to try to alleviate this problem.

Senator DeCONCINI. Thank you. That's very helpful, your analysis of the Chafee bill, and what you have offered is an excellent approach. I have been struggling with it myself. I am prepared to support increased user fees and entrance fees if I can find a formula and a coalition of members that will see that it goes back. Are you aware, Congressman McCain, of legislation pending now before your Committee on the Interior?

Mr. McCain. Mr. Chairman, I know there have been some bills introduced, including the addendums to the administration's proposed bill, but I am not compelled to support the administration's bill because of the reasons I have mentioned above. It was introduced by Senator McClure something along the lines of Chafee's bill.

All too often in the past laws have been passed, money is earmarked for specific reasons, and somehow they end up in other areas; and I am afraid that there is understandable skepticism about any increase in user fees at this time.

Senator DeCONCINI. Whether or not they will go to the parks and not be used for deficit, I have to agree with you. We are talking about small amounts of dollars when it comes to the mammoth deficit. But we are talking about a treasure here that is second to none.

Thank you for taking your time and your constructive approach to the problems we face here today.

LAW ENFORCEMENT PANEL

STATEMENTS OF:

RICK LEACH, SENIOR RESIDENT AGENT, U.S. FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR

JOE RODRIGUEZ, SHERIFF, GILA COUNTY

RICK JORDAN, GILA COUNTY

JOE RICHARDS, SHERIFF, COCONINO COUNTY

MANUEL MARTINEZ, U.S. FOREST SERVICE

PHIL WARD, NATIONAL PARKS SERVICE OFFICE, SAN FRANCISCO

TOM ALEXANDER, ARIZONA GAME AND FISH DEPARTMENT

STAN CHESKE, CHIEF DEPUTY, PIMA COUNTY SHERIFF'S DEPARTMENT

LT. DAN ABBATE, PIMA COUNTY SHERIFF'S DEPARTMENT

Senator DeCONCINI. We certainly appreciate all of you being here today. Let me just start over here with the introductions, if we can, from my left.

Lt. Dan Abbate, Pima County Sheriff's Department. Stan Cheske, chief deputy, Pima County Sheriff's Department. Tom Alexander, Arizona Game and Fish Department. Phil Ward, National Parks Service office, San Francisco. Manuel Martinez, U.S. Forest Service. Joe Richards, sheriff of Coconino County. Rick Jordan, Gila County. Joe Rodriguez, sheriff of Gila County. Rick Leach, U.S. Fish and Wildlife Service.

Let's start with Mr. Leach, if you have a statement, Mr. Leach.

Mr. LEACH. I have a comment. Sir, I'm the senior resident agent for the U.S. Fish and Wildlife Service and I am stationed in Mesa, AZ. In that station I am responsible for carrying out the services of the law enforcement program in Arizona and New Mexico and west Texas.

Under me I have four other agents, one in El Paso, one in Tucson, and one in Yuma. Five of us are responsible for covering an area of about 250,000 square miles, which also includes about 600 miles along the Mexican border.

Our principal duties are enforcement of the wildlife statutes. The primary statutes that we're involved in are the Endangered Species Act, the Lacey Act, the Golden Eagle Protection Act, Migratory Treaty Bird Act, the Wildlife Refuge Administration Act, and Convention on International Trade and Endangered Species.

In addition to enforcing those particular acts, a lot of our activity involves the inspecting and clearing of wildlife shipments coming across the Mexican border and into Phoenix, Tucson, and Albuquerque.

Additionally, in carrying out our responsibilities we must coordinate with other service divisions and approximately 40 other State, Federal, and Indian tribal agencies in these States.

The following are examples, brief examples of the kinds of activities occurring today in the Southwest that are adversely affecting our wildlife resources. Golden eagles and other birds are being killed in the wilderness and some are being sold on the commercial black market. Whole carcass golden eagles are selling for between \$250 and \$500.

Bald eagles may bring up to \$1,000. Bald and golden eagles are killed by shooting, poisoning, and trapping in known areas of the Southwest today as livestock producers go undetected in illegal predatory control programs. We have current intelligence information that as many as 50 to 100 eagles are killed each year by their activity.

Wildlife and plant smuggling for the commercial market is an ongoing problem along the Mexican border. Individual loads may sell for tens of thousands of dollars, depending on the items being smuggled. And currently items being smuggled include furs, skins, parrots, reptiles, cactus, et cetera.

With the Lacey Act Amendments of 1982 we got the increased responsibility of plants, including cactus enforcement when obtained illegally and moved in interstate commerce. They are taken off Federal lands. In Arizona many thousands of saguaro and smaller cactus are taken each year. Many of these are taken illegally and are being sold in other States and other countries. California is a big State where saguaros come to.

As an example, we recently executed a certain warrant in Las Vegas and seized one large crested saguaro which we have reason to believe was taken illegally. That particular plant at a nursery in Las Vegas was offered for sale for \$15,000.

Much of our activity involves investigations into the unlawful killing of big game animals on State and Federal lands. Many of these animals are taken for personal trophies, while others are taken for their commercial values. Trophy-size racks and horns of deer, elk, and bighorn sheep command very high prices. Record-

book size elk or bighorn sheep horns will bring from \$10,000 to \$25,000 per set.

Another major problem in Arizona currently is enforcement on a national wildlife refuge, and applies to human activities in those areas. As with any of the people that spoke before, our primary problems are lack of manpower to cover the territory that we have.

We enjoy very strong support from our regional office, but operational dollars are very limited. An example of that is our El Paso station. The agent transferred in February of this year; we have not had funds to move another agent into that location. We are down to four people and they are going to reassign someone in El Paso.

Senator DECONCINI. Four people in Arizona?

Mr. LEACH. No, sir; three of us in Arizona, including myself.

Senator DECONCINI. Three in Arizona for all of the enforcement?

Mr. LEACH. We are responsible for Arizona, New Mexico, and west Texas.

Senator DECONCINI. The three in Arizona are responsible for Arizona?

Mr. LEACH. No, sir; I am in charge of the Service's law enforcement program in Arizona, New Mexico, and west Texas. Under me are four agents.

Senator DECONCINI. And that's it?

Mr. LEACH. That's it.

Senator DECONCINI. What's your budget for that?

Mr. LEACH. Approximately \$350,000. And about 96 percent of that is salary and fixed cost. Our operational funds.

Senator DECONCINI. Do you have an estimate of what the territorial area is?

Mr. LEACH. It's approximately 250,000 square miles.

Senator DECONCINI. I don't understand why you can't enforce all the laws——

Mr. LEACH. That's——

Senator DECONCINI [continuing]. In a piece of territory like that. I say that in jest, and I had no idea that you were so understaffed. Go ahead.

Mr. LEACH. That pretty well concludes my assessment, sir. Our enforcement efforts are marginal, and that's simply because of a lack of manpower.

Mr. RODRIGUEZ. We work very closely with other Federal agencies in Arizona and New Mexico, game and fish departments and local departments.

Senator DECONCINI. Can I ask, Sheriff Rodriguez, if you care to give a little observation how this affects you in your county?

Mr. RODRIGUEZ. Mr. Chairman, our Captain Jordan here is the man that's responsible for the force in Gila County.

Senator DECONCINI. Will you please go ahead.

Mr. JORDAN. Yes, sir; the main way, you know, it affects us, we cover approximately seven wildernesses inside the Gila County boundaries. Five of those are fully inside our boundaries. We have approximately three range deputies. We're a little larger area than 1,260 square miles.

Senator DECONCINI. There are three deputy sheriffs?

Mr. JORDAN. Yes, sir.

Senator DECONCINI. You were saying?

Mr. JORDAN. We have three range deputies that cover this area. This last fiscal year of 1985 and 1986 our budget was cut from \$90,000 down to \$50,000. And we didn't acquire this money until just a couple of months ago.

And so we operated—we're going to operate the next 6 months on this \$50,000. Due to plan 6, the remodification of Roosevelt Dam is creating our workload around the lake. This State Highway 280 that they're remodifying, and also the bridge that's put across the dam is expecting to bring more people in the metropolitan area of Phoenix and Tucson into this area. We're located pretty much in the interior of the wilderness area there at the lake. And this is pretty much—

Senator DECONCINI. What kind of a presence does the Fish and Wildlife enforcement have, do you see these folks?

Mr. JORDAN. Yes, sir; we sure do. Holiday, weekends, the game and fish come in and assist us on the lakes.

Senator DECONCINI. Does the State give you any assistance?

Mr. JORDAN. Yes, sir; the State gives assistance with the lake patrol department.

Senator DECONCINI. Full time?

Mr. JORDAN. Yes, sir.

Senator DECONCINI. Full time right there at the lake?

Mr. JORDAN. Right there at the lake.

Senator DECONCINI. You have the Forest Service?

Mr. JORDAN. OK. The Forest Service, the co-op money, they furnish our three deputies, our three range deputies. That's where that co-op money goes to.

Senator DECONCINI. And that's cut?

Mr. JORDAN. With the budget cut we are going to lose those three range deputies.

Senator DECONCINI. What will happen if they are not inclined to give you the \$90,000?

Mr. JORDAN. If we are cut back from what we have already been the past year to that percent, we are definitely going to have to do away with the three officers. We cannot afford that.

Senator DECONCINI. Sheriff Richards, Coconino County.

Mr. RICHARDS. Thank you for allowing me the opportunity to testify before the Senate Appropriations Subcommittee concerning the Sisk contract with the U.S. Forest Service.

The Coconino County Sheriff's Department has had cooperative agreements with the national forests in Coconino County for nearly 15 years and enjoy an excellent working relationship with the Forest Service personnel throughout the county.

As you know, Coconino County is the second largest county in the United States, with more than 18,500 square miles, so cooperation and good working relationships are absolutely essential to our mutual success.

Over the past several years we have seen a significant growth in requests for law enforcement services in the outlying areas of Coconino County. Because this region is a major tourist attraction, many people visit Coconino County for vacations, hunting, fishing, hiking, and other types of outdoor activities.

This increased use of forest lands has impacted our department in terms of law enforcement calls for service. Additionally, points of public concentration have been created by the Forest Service, such as snow play areas, which result in more law enforcement problems.

Most counties are in financial difficulties trying to provide mandated services to an ever increasing population. With reductions in Federal dollars, the ability to provide these services has been greatly affected.

The moneys that we receive from the U.S. Forest Service does not equate to the actual costs of providing law enforcement services. I was given a note from my accountant showing we have three current contracts with the national forest. Our cost in providing those is a little bit more than \$202,000. We are currently receiving reimbursement of around \$60,000 from the Forest Service. This does not include the marijuana eradication funds as well.

Even though we've experienced reduced Federal funding, we can't stop providing law enforcement services in these rural areas.

Remote subdivisions like Forest Lakes, Blue Ridge, and Clear Creek Pines continue to be impacted with burglaries and thefts. Search and rescue activities are on the increase as a result of more people being attracted to these remote areas of Coconino County.

Anything that could be done at the Federal level to increase funding for law enforcement would be very beneficial to my department. I would just answer any kind of question that you might have concerning our cooperation.

Senator DECONCINI. Sheriff, in reality do you find yourself somewhat stuck? You have the law enforcement obligation there with the Federal Service, but because if we don't give you any new money, what are you going to do?

Mr. RICHARDS. We can't do anything at this point. There are people in the county. Our purpose is law enforcement, whether it's crimes or search and rescue or traffic, we are obligated to respond.

Senator DECONCINI. Your enforcement, do you feel at this time you are in a very precarious position?

Mr. RICHARDS. I think most of the counties are in that difficulty of not having enough revenues at the local level to meet their needs for services.

Senator DECONCINI. If the money is not forthcoming, you really don't have any alternative but to go ahead and do it, you spread it as thin as you can?

Mr. RICHARDS. That's the way it is.

Senator DECONCINI. Sheriff, what is true in your case, you say if you don't get the moneys you actually have to drop these deputies?

Mr. RODRIGUEZ. That's correct, absolutely.

Senator DECONCINI. Mr. Martinez, what are you going to do about that?

Mr. MARTINEZ. I don't know what we're going to do about it.

Senator DECONCINI. We thank you for being here, and I know you are aware of the problem and I know you are doing the best you can.

I would like to have any statements you care to make, and I understand then you have a few questions.

Mr. MARTINEZ. I have a few problems to complain about our law enforcement program, region 3. It's a rather young program. It was full-time law enforcement when I was hired by the Forest Service in this region approximately 20 years ago.

Today we have five investigators in the region and myself. I supervise the investigators. In addition to the investigators, we have 36 law enforcement officers; these are uniformed officers that are supervised by 4 supervisors. Out of 36 we have 5 that are full-time law enforcement officers, and the rest of the 31 have collateral duties with the investigation, doing other things, including law enforcement.

Senator DECONCINI. So you have roughly 41 part-time law enforcement officials; is that right?

Mr. MARTINEZ. Ten full.

Senator DECONCINI. For the whole region?

Mr. MARTINEZ. That's correct.

Senator DECONCINI. That's not very many. That's Arizona and in New Mexico?

Mr. MARTINEZ. That's correct. I recognize that we don't have enough people, but 23 of those 36 level 4 officers that we have today have been commissioned since 1983, so we recognize we have a problem and we're trying to deal with the problem by increasing the training and the people we put out on the ground.

Senator DECONCINI. What does this budget submitted to you by the administration—

Mr. MARTINEZ. Are you talking—

Senator DECONCINI. How would that reduce you if the 1987 administration budget was implemented; do you know?

Mr. MARTINEZ. Are you asking me about the co-op project or, the force?

Senator DECONCINI. The Forest Service budget, as it would relate to your law enforcement personnel.

Mr. MARTINEZ. I can't answer that question because law enforcement is not a line item budget item. It's multifunctionally financed.

Senator DECONCINI. What is the reduction there?

Mr. MARTINEZ. For 1987—I got some figures here. For next year we are down to approximately \$200,000 in co-op funds.

Senator DECONCINI. In 1986 or 1987?

Mr. MARTINEZ. 1987.

Senator DECONCINI. In 1987?

Mr. MARTINEZ. That's correct.

Senator DECONCINI. And what did you lose in 1986 on—

Mr. MARTINEZ. In 1986, our present budget is \$755,000 for co-op.

Senator DECONCINI. Co-op? So the region budget in 1986 is \$700—

Mr. MARTINEZ. That's correct.

Senator DECONCINI. \$700,000. And you took a 4-percent cut off of that for Gramm-Rudman; is that right?

Mr. MARTINEZ. No; we dropped from \$755,000 to \$200,000 in 1987.

Senator DECONCINI. Down to \$200,000 in 1987?

Mr. MARTINEZ. That's correct.

Senator DECONCINI. So we've got some bad news for you gentlemen that are here. What you are telling us is that that budget was adopted; is that right?

Mr. MARTINEZ. That's correct.

Senator DECONCINI. The budget that the Senate has passed, if I am not correct, at 1986 levels, which would mean you have 750-some thousand?

Mr. MARTINEZ. Yes.

Senator DECONCINI. So you could maintain the present co-op program if the 1986 level was maintained?

Mr. MARTINEZ. That's correct.

Senator DECONCINI. Do you have anything else you want to say? You can go ahead.

Mr. MARTINEZ. No; I don't. Thank you, sir.

Senator DECONCINI. What is your officers' involvement in the drug traffic in these Federal lands, is that increased or the same?

Mr. MARTINEZ. The only involvement we have had so far was with the eradication of cannibus on Forest Service lands last year. Our officers along with the county, and DPS eradicated approximately 15,000 plants of cannibus.

Senator DECONCINI. 15,000 what?

Mr. MARTINEZ. 15,000 plants.

Senator DECONCINI. Is that an increase over the year before?

Mr. MARTINEZ. It was a slight increase from about 13,000 to 15,000. We also provide some funding to the local departments for this purpose.

Senator DECONCINI. And did some arrests result out of that as well as the eradication?

Mr. MARTINEZ. There were some arrests. I don't know exactly how many. They were arrested under the State land law.

Senator DECONCINI. Do you have a co-op program?

Mr. WARD. No; we do not.

Senator DECONCINI. How do you and the local government work together?

Mr. WARD. Well, we have a number of interagency agreements with the local sheriff's office and we try to work very closely with them.

Senator DECONCINI. Do those entail transfer of funds from Park Service to the local governments at all?

Mr. WARD. No, they do not.

Senator DECONCINI. They are interjurisdictional agreements?

Mr. WARD. That's correct.

Senator DECONCINI. What is your budget on law enforcement? We don't have it broken out as a specific item.

Mr. WARD. Rangers who do law enforcement normally also do a number of other types of duties. Various types of professional duties such as search and control, border patrol, emergency medical service plus resource management program and interpretation in some cases. So in most of our parks we don't have a specific law enforcement item.

Senator DECONCINI. Do you know why that is? It seems to me that's pretty important, the tremendous amount of parks that you have—

Mr. WARD. It's because rangers are pretty much generalists and are called upon to do a whole variety of different types of duties. It's pretty difficult to determine exactly how much time is spent on each one of those.

Senator DECONCINI. If you have good cooperative agreements from the local governments, is that because it's a lot easier for you?

Mr. WARD. That's correct.

Senator DECONCINI. Mr. Alexander.

Mr. ALEXANDER. Senator, I thank you for this opportunity to permit me to speak about boating law enforcement in the State of Arizona.

We're victims of the snow belt exodus, as we all obviously know. Some of the numbers are that in 1966 Arizona registered 30,000 boats. Presently we number more than 115,000 boats. By survey, triennial survey, we know that there is an average boat party on the Arizona waters of 3.54 persons.

This is a considerable number of people just among our own residents, and then add to that our nonresidents from southern California in particular who visit Arizona waters.

Boating law enforcement is a useful concept in law enforcement as we know it today. It came into being by virtue of the Bonner Act of 1980. And it's subsequently beginning to progress somewhat, but not to any great degree, and certainly has not maintained pace with the huge numbers of people that are seen in the waters today, while we have been impacted by these numbers of people who are moving into the State.

Simultaneously the Coast Guard withdrew its operations on the Colorado first; then they closed down their station at Powell and Mead, and finally the spring of 1981 Parker Dam.

What they did is effectively removed the law enforcement arrangement from our cooperative group that we had going at the time. So now the brunt of the responsibilities have fallen on the National Park Service—Powell, Mohave and of course the local sheriff—I believe the Mohave County sheriff was not here today—and then down to the Bullhead City Police Department.

It is, it's a difficult issue to face, to take away a segment of law enforcement at a time when you actually need more. Now the State legislature further reduces it, the Arizona State Legislature improvement funds, by giving a quarter of a billion dollars per year to the six county sheriffs involved in boating safety plus two city police departments, being Bullhead City and Lake Havasu City.

There is not enough. The only thing we can do is put patrols out, preferably during the high impact times, the holidays, weekends to assist with the safety patrols, accident investigation, body recovery, and so forth. We have to put officers out there for long periods of time during which the temperature is 100 plus, 118. It's a difficult job; it's debilitating. And these officers do need relief. To ask a man to spend an 11-, 12-hour day out there is a very difficult task.

After a while the man becomes a part of the problem rather than a part of, rather than the solution. That's an overstatement. But we are basically talking in those terms. Basically that's it.

I wish to at this point in time compliment the sheriffs who are present. I don't know how they do with what they do. We don't—there is great cooperation amongst the field personnel that Captain Jordan alluded to earlier. We seem to manage to get together to try to make the task as easy on each other as possible, and we do rely on each other because we are all functioning with very limited resources.

Senator DECONCINI. Is it safe to say that you don't think you have enough personnel on Federal land to adequately help you?

Mr. ALEXANDER. Senator, by example I will respond this way. There were some very serious boating accidents on Lake Powell last fall, involving one fatality. And a National Park Service investigating officer, Coconino County investigating officer, and we are doing the best we can to complete the investigation. It really is, it comes down to that.

Senator DECONCINI. The record should show that you don't think there is adequate personnel funding on the Federal agencies?

Mr. ALEXANDER. Absolutely not.

Senator DECONCINI. And what about the State legislature, is there adequate personnel in the funding from the State of Arizona?

Mr. ALEXANDER. Certainly not what I would consider adequate. If I may equate it this way: Take your highway patrolmen, your county sheriffs, and your city policemen off the streets at 10 p.m. and don't put them back on until 6 a.m., with no one available to respond to an immediate call, that's basically what we're dealing with on the waters. The hours, of course, are different. But what I am saying, on the waters there are long periods of time that there is no officer available to respond to an immediate call, any kind of an emergency.

Senator DECONCINI. I apologize for the failure to the Federal Government to meet its responsibilities to the agencies. But I wonder why the legislature doesn't respond better to your needs. Is it up to the Federal Government or someone else to do it?

Maybe I am directing the question to the wrong person. But if you deal with the legislature like I suspect you do, maybe you can tell us what the attitude has been there. Has there been a question on your law enforcement capabilities—

Mr. ALEXANDER. The acquisition of additional State funds from the legislature has always been a difficult problem. Oftentimes we have been unsuccessful in years past when we have made attempts to acquire more State money to increase the programs; we have met with total defeat.

And consequently for several years afterward we're an unwelcome entity in the legislature. Possibly the reason is that maybe people think that the boating law enforcement officer has some kind of a cushy program. He doesn't. He is exposed to the assaults; he has the same program that the street officer has, only his is on the water, plus he is not afforded the opportunity to walk away. It's a little bit—only a few of us can walk on the water, and of course the boat cop is certainly not one of them.

Senator DECONCINI. Thank you.

Mr. CHESKE. I am here on behalf of Sheriff Dupnik who was unable to be here this morning. To commence, we would like to indicate to you our continued support for funding of cooperative law

enforcement agreements and to indicate to you some areas of concern that we have with the program.

Continued, and even increased, financial support from the Federal Government for local law enforcement efforts in the national forests is most desirable and necessary. This is especially true in Pima County where almost 330,000 acres of the Coronado National Forest lie. Almost all of this area is heavily used for both summer and winter recreational activities.

This use rises dramatically every year as Tucson's year-round and vacation population increase. This increase, of course, escalates the need for law enforcement and public safety coverage within the area. As a result, an increasing amount of manpower and resources are being dedicated each year to provide adequate service.

My primary concerns regarding the current method of funding of this service are as follows:

One, money for the Federal fiscal year of 1985-86—approximately \$52,000—was not made available until late May 1986. The short-time period between May and September 30, 1986, simply does not allow adequate time for planning, research, paper flow, and the signing of contractual agreements between the Forest Service, the county, and outside vendors.

In many instances, a bidding process is necessary, and current time constraints make this process nearly impossible to accomplish. I propose that in the future the sheriff's department be notified what funds will be allocated for each fiscal year near the beginning of that fiscal year. Since the department is providing law enforcement within the national forest on a year-round basis, we also need to know what moneys are available throughout the year.

The second problem, which incidentally is compounded by the first, is the fact that we are prohibited from using any of the funds for the purchase of vehicles. This makes it necessary to attempt to lease required vehicles.

Since the funds must be expanded during the current fiscal year, we are restricted to a 3- to 4-month lease because there is no assurance of funding beyond the current year. This situation is compounded by the fact that the county's fiscal year ends on June 30 each year.

In the past years when Federal funding was available, direct purchase for Forest Service use was permitted. I recommend that that method be resumed as soon as possible.

My third concern involves the \$1,500 per item limitation on expenditures. This figure is somewhat unrealistic in light of the fact that most state-of-the-art law enforcement equipment far exceeds that dollar amount. I suggest that the per-item limit be lifted or at least placed at a more realistic figure of \$5,000. Vehicles, of course, should be exempt from this limit.

With me this morning is Lt. Dan Abbate, who has worked with the Forest Service in development and implementation of this agreement. If there are any questions, he would be happy to try and answer them.

Senator DeCONCINI. Mr. Abbate.

Mr. ABBATE. We'd like to—in terms of the questions on cooperative agreements, we do operate with three agreements in the State at the present time, one with Mohave County, one with Powell, and

the Arizona Department of Public Safety, aimed primarily at eradication of cannabis, as mentioned by the Forest Service.

Senator DeCONCINI. What kind of money are we talking about?

Mr. ABBATE. In the agreements they average about \$14,000, with \$10,000 to the Arizona Department of Public Safety. With them we primarily report possible sightings and provide money for overtime and aircraft use, that type of surveillance. They have recovered approximately 11,000 plants on BLM administered lands in the last year.

Senator DeCONCINI. In 1985?

Mr. ABBATE. Yes; in terms of our overall enforcement program, we have two special agents and we will have two rangers, enforcement rangers, by the end of the fiscal year, and special agents. In time, primarily about 80 percent is aimed at archeological protection.

Senator DeCONCINI. Thank you, Mr. Abbate. Can you discuss the law enforcement situation at Saguaro National Monument or Organ Pipe—we had a lot of complaints that there is a problem there. What we are doing about it?

Mr. ABBATE. At Saguaro National Monument we have eight permanent rangers who are law enforcement commissioned, and one or two seasonal rangers of a variety of types who have law enforcement commissions at the west unit of Saguaro National Monument.

There is considerable development growing up next to the boundaries, and because of this the increased use there has become more of a law enforcement problem with that.

The primary enforcement problems that are encountered are vandalism, resource problems such as cactus poaching, and traffic. Organ Pipe National Monument has 330,000 acres. With two permanent rangers with commissions, and sometimes one seasonal, we are encountering a lot of resource problems there also, such as cactus poaching, that sort of thing.

With a very small staff it's very difficult to know exactly what is going on there a good part of the time. The superintendent told me this morning that someone recently dug up a 6-foot organ pipe cactus and hauled it out. That's quite a project with a small staff; it's difficult to deal with that sort of thing.

Senator DeCONCINI. You have to just about run across them on the road?

Mr. ABBATE. That's correct. You generally find the holes after they are gone.

Senator DeCONCINI. Let me ask the non-Federal agents that are here: Do you believe there's any merit of having one Federal law enforcement agency that crosses over these different jurisdictions to deal with funding, or does it trouble you at all having to deal with several?

Mr. ALEXANDER. If I may respond this way, that the States of Arizona and California have a boating agreement for the Colorado River waters. And they are in the process now of setting up our second meeting, along with the Attorney General and prosecuting attorneys, to establish guidelines as to how we will pursue with this activity.

Nevada has already developed legislation, their enabling law next calendar year, so then the three States will be handling boating safety problems through the concurrent jurisdiction laws adopted by three States, and we're analyzing the problem in that manner.

Senator DeCONCINI. Does anybody have any comments? Mr. Leach, how many people do you need to do an adequate job, 50?

Mr. LEACH. No.

Senator DeCONCINI. 200?

Mr. LEACH. Mr. Chairman, to do an adequate job in the area we have, we need two additional agents.

Senator DeCONCINI. Two additional agents?

Mr. LEACH. That's correct.

Senator DeCONCINI. I mean, how are you going to take care of all of that territory with six people?

Mr. LEACH. We can't do it by being in a patrol-type mode. What we are doing is covert investigations aimed at a particular problem. But with two additional agents, one in New Mexico and one in either Phoenix or Flagstaff I think we can do that.

Senator DeCONCINI. We are not talking about a whole lot of men then?

Mr. LEACH. No, sir.

Senator DeCONCINI. What would that cost, do you have any rough—

Mr. LEACH. Roughly \$140,000 per year with operational money.

Senator DeCONCINI. What about in some of your investigations, have you come across drug investigations? What is the situation?

Mr. LEACH. Yes, sir; a lot of the investigations we do are covert in nature. A lot of people we deal with are involved in other criminal activities, narcotics trafficking, stolen property, moonshine, and other things we have encountered. We do encounter a number of people with extensive criminal records; they are engaged in other types of activity.

Senator DeCONCINI. Gentlemen, thank you.

U.S. FOREST SERVICE

STATEMENT OF SOTERO MUNIZ, REGIONAL FORESTER, U.S. FOREST SERVICE, DEPARTMENT OF AGRICULTURE

ACCOMPANIED BY:

NICK McDONOUGH, SUPERVISOR, APACHE-SITGREAVES

BOB TIPPECONNIC, SUPERVISOR, CORONADO NATIONAL FOREST

WAYNE NICOLLS, DIRECTOR OF INFORMATION, SOUTHWESTERN REGION, U.S. FOREST SERVICE

Mr. MUNIZ. Thank you again for the opportunity for the forest representatives in front of you here to communicate to you some of our problems. What I would like to do is read portions of my prepared statement rather than the whole statement that I read—

Senator DeCONCINI. Is that the same statement as yesterday?

Mr. MUNIZ. Yes; it is.

Senator DeCONCINI. Let me just put it in the record if I can.

Mr. MUNIZ. All right.

Senator DECONCINI. I do have some intricate questions that you could help us on regarding the Apache-Sitgreaves. Can someone here tell us, how many campgrounds you have there?

Mr. MUNIZ. Yes; Mr. Chairman, I will introduce our people.

Senator DECONCINI. That would be good, please.

Mr. MUNIZ. Nick McDonough is Supervisor, Apache-Sitgreaves. Bob Tippeconnic is supervisor of Coronado National Forest. And on my right is Mr. Wayne Nicolls, director of information, Southwestern region of the Forest Service.

Mr. McDonough could respond to your questions.

Senator DECONCINI. OK.

Mr. McDONOUGH. I am not really sure of the number, but it's somewhere between 30 and 40—

Senator DECONCINI. For what, the current—

Mr. McDONOUGH. Developed sites.

Senator DECONCINI. What is the annual public usage of these campsites; do you know?

Mr. McDONOUGH. The RVD's are—I have the information here. Let me—

Senator DECONCINI. Do you know the percentage that these are booked, if you can provide that for—

Mr. McDONOUGH. The RVD's on undeveloped sites are 656,000 users, on the dispersed, 1.5 million, for a total of 2.2 million RVD's. However, there are additional RVD's which are associated with recreation that are attached to the Fish and Wildlife area. And this amounts to close to 1.2 million additional RVD's.

The Apache-Sitgreaves National Forest ranks fifth of all the national forests in the Nation on cold-water fishery use. Seventy-one percent of the State's cold-water fisheries occur on the Apache-Sitgreaves.

Senator DECONCINI. Can you give me the campsite visitation?

Mr. McDONOUGH. The campsite visitors are 656,000, but it also includes probably 400,000 additional that are attached to the Fish and Wildlife use.

Senator DECONCINI. I see. OK. When is the last time that the Forest Service developed any new campsites at Apache-Sitgreaves?

Mr. McDONOUGH. I have been on the Apache-Sitgreaves for, this is my eighth year, and during that period of time no new campgrounds have been constructed. Just prior to my getting on the Forest Service the Hoyer Campground close to Greer was refurbished; that was completed right at the time I got on the force.

Senator DECONCINI. Have there been other refurbishings in the last 8 years?

Mr. McDONOUGH. Yes.

Senator DECONCINI. How many new campsites do you think you need?

Mr. McDONOUGH. We have those listed. We're talking about probably about five or six major developments that we would like to see be constructed over the next 10 year period.

Senator DECONCINI. Do you see any of those coming on line?

Mr. McDONOUGH. Not if past history is an indication, you know, of what the future holds.

Senator DECONCINI. What's the estimated cost to construct—

Mr. McDONOUGH. We're talking about capital investments of somewhere over \$3 million.

Senator DECONCINI. Per one campsite?

Mr. McDONOUGH. No; this would be for—

Senator DECONCINI. For all five?

Mr. McDONOUGH. Yes.

Senator DECONCINI. Is it broken down?

Mr. McDONOUGH. Yes; it's broken down, and I can furnish you that information.

Senator DECONCINI. Would you, please?

Mr. McDONOUGH. Yes.

Senator DECONCINI. Do you have those prioritized, those five?

Mr. McDONOUGH. Yes.

Senator DECONCINI. Would you submit that to us also?

Mr. McDONOUGH. Yes.

Senator DECONCINI. Looking at the budget from 1982 to 1986, it appears that no funds had been allocated for capital improvement. You have identified capital development activities in your forest management plan and have other recreation needs of approximately \$106 million yearly.

All totaled, that's 2½ times your present recreation budget of \$622,000. How can you meet those long-term requirements and needs with this money?

Mr. McDONOUGH. The answer to that is that we're not meeting fully the recreation pressures and requirements on the forest lands. Since 1982 we have been submitting our budget request for capital investments to respond to the increasing recreation pressures that we are dealing with in the Southwestern region.

The budget situation being what it is year after year, the capital investment is not being made available for the service. In the meantime, you know, we're simply doing the best we can with what we have got.

Senator DECONCINI. Getting back to the Apache-Sitgreaves, do the campsites require a public use fee?

Mr. McDONOUGH. Yes; on the major developed campsites that meet the classifications for fee assessments.

Senator DECONCINI. Do you know how much money that brings in?

Mr. McDONOUGH. I did know the charges range, now, I believe from \$5 to \$7 a night. Since the major campgrounds are under concessionaire operations, something like 5 percent of the gross receipts go back to the Treasury. But there has been a big reduction in the dollars because of major campgrounds being put under concessionaire operations.

Senator DECONCINI. Do you know how much that amounts to, the money that goes back to the general fund?

Mr. McDONOUGH. I'll have to furnish you that information. I do not have it with me.

Senator DECONCINI. Is it possible at all to have entrance fees for the natural forest?

Mr. McDONOUGH. It's—

Senator DECONCINI. Is that practical?

Mr. McDONOUGH. It's going to be difficult to collect entrance fees. You know, the number of access points going into the forest

and the cost of collecting some of the entrance fees for the general public that uses the forest. It would be extremely difficult and costly to do that.

Senator DECONCINI. You think it's impractical?

Mr. McDONOUGH. I think that type of situation might be impractical. Maybe an honor situation, with periodic checks, of people holding a use card would be good for a period of time might be a more plausible way.

Senator DECONCINI. The only practical revenue area would be charging fees for the campsites?

Mr. McDONOUGH. That's right.

Senator DECONCINI. And if we spent \$3 million they would have five more campsites?

Mr. McDONOUGH. Yes.

Senator DECONCINI. Of the number of operating mines on the Apache-Sitgreaves, are you doing regular inspections, do you have the capacity to do regular inspection of these sites?

Mr. McDONOUGH. At the mines?

Senator DECONCINI. Yes; the mines.

Mr. McDONOUGH. To my knowledge, sir, there is no active mining.

Senator DECONCINI. I thought there were several operating mines. That's not true?

Mr. McDONOUGH. No; we have quite a bit of the fort being leased for oil exploration, but at this point in time there's inactive oil exploration.

Senator DECONCINI. Nothing going on in the exploration—

Mr. McDONOUGH. No.

Senator DECONCINI [continuing]. Of any minerals?

Mr. McDONOUGH. No.

Senator DECONCINI. What about the trail situation, in your 8 years have there been any new trails?

Mr. McDONOUGH. We are not keeping our head above water in maintaining and reconstructing the existing trails. We do have a number of volunteers that have been giving us a great amount of assistance in the trail area. The Arizona Boys Ranch has been on the force for the past 2 years coming on this year, and it looks like we're going to have two permanent areas for the purposes of the Arizona Boys Ranch where 20 or 40 boys will be working on the national forest year-round. We also have approximately 100 volunteers yearly that help in various ways, some of them with trails.

Senator DECONCINI. Is that expanding the volunteer program or is it about the same?

Mr. McDONOUGH. With the Arizona Boys Ranch?

Senator DECONCINI. No; just generally.

Mr. McDONOUGH. Yes; yes, the volunteer program is expanding.

Senator DECONCINI. With this program are you able to keep up with the existing trails at all?

Mr. McDONOUGH. No; we are not. One of the difficulties with the volunteer program is—it is a good program—it does cost some dollars, because normally we try to provide the camping costs and kind of the out-of-pocket costs to volunteers.

But the other big factor is that most of the volunteers are not trained in the job that needs to be done, so along with that has to

come the utilization of our own personnel to provide leadership to the volunteers first. And with that shrinking personnel situation the volunteers become more important to manage that program.

Senator DeCONCINI. Thank you.

Mr. Tippeconnic, supervisor of the Coronado National Forest. You can see what the major public uses of the Coronado Forest are?

Mr. TIPPECONNIC. Good morning.

Senator DeCONCINI. Good morning.

Mr. TIPPECONNIC. The major uses, are recreation being one of those, and grazing and wildlife.

Senator DeCONCINI. Have the users been increasing, leveled off, or staying the same?

Mr. TIPPECONNIC. In the public use of the forest, recreation and leisure activities, that's increased. That's increasing in Pima County and the city of Tucson and in the State.

Senator DeCONCINI. Use is increasing, somewhat, that same level would you say?

Mr. TIPPECONNIC. Somewhat at that level. I'd say approximately 50 percent of that level at this point.

Senator DeCONCINI. Is that right?

Mr. TIPPECONNIC. Yes.

Senator DeCONCINI. I know you are having large demands to expand recreational areas. In fiscal year 1986 your capital investment for recreation was \$23,000. I guess since your forest lands program identifies a need for approximately \$209,000 annually on an average without increasing your overall based budget, we can assume that the necessary recreation and development is not going to be undertaken. Is that a fair assumption?

Mr. TIPPECONNIC. That's correct, without that opportunity you can't undertake it.

Senator DeCONCINI. And where did this decision come from not to take it up, is this a regional decision, a Washington decision, or who makes that decision, or do you make it?

Mr. TIPPECONNIC. Well, I would think that we size that kind of opportunity up in our planning effort which is underway. And our forest planning is forthcoming in that we have sized up the fact that our users are increasing and the opportunities to provide that experience out there is a demand.

But we have decided we need to give the priority to the rehabilitation of existing improvements and bring them up to some standard now. Much of that outlay in the, in the early years of that decade of planning I would like to say is going to be removed into the rehabilitation of existing recreational sites to provide experience opportunities there.

Now, certainly in the long term after years of planning dimension we would like to feel that we could add those campgrounds, and we proposed in that planning approximately 14 new campgrounds in the Coronado National Forest to meet this demand.

Senator DeCONCINI. How many campgrounds have you developed the last couple of years?

Mr. TIPPECONNIC. Like Mr. McDonough, here in Tucson, I have to brag about our area.

Senator DeCONCINI. Certainly.

Mr. TIPPECONNIC. It is coming on the fifth year and we haven't built any.

Senator DeCONCINI. Do you have a prioritization of those 14 and what they cost?

Mr. TIPPECONNIC. Yes.

Senator DeCONCINI. Would you supply those to us, please?

Mr. TIPPECONNIC. Sure can.

Senator DeCONCINI. Mr. Tippeconnic, I am interested in completion of the environmental assessment you've been conducting on the proposed observatory lands on Mount Graham. This has been put off now at least two times, and I wondered if you can tell me if funding is a problem, if that's why a decision has been put off. If not, do you still plan on the proposed October 1 date for completion of the studies, and if not why not?

Mr. TIPPECONNIC. No; funding in essence has not been any problem to us. It's been more a matter of sizing up the informational needs to make the proper recommendations and subsequent decisions.

The biological assessment that we're making on Mount Graham is somewhat unique, and we with the Arizona Game and Fish Department are doing a very, very intense survey and assessment there, and that has in some sense been the real cause for our adjustment of information schedule.

And that assessment has brought out the fact that they have a red squirrel, and that red squirrel is pending listing as a threatened endangered species. Given those kinds of factors and needs for complete and necessary information, that's the cause really of the adjustment of time.

Senator DeCONCINI. Are you going to make the October 1 deadline?

Mr. TIPPECONNIC. I'm hoping so, Senator.

Senator DeCONCINI. I understand there are problems that you can't always control, and they are out of your hands sometimes, but we have had two delays now, I believe, and I just hope that we don't have another one.

Mr. Regional Forester, do you have anything else?

Mr. MUNIZ. I'd like to just summarize some of what we have been talking about in the area of recreation needs and our land management. We have about 14.6 million recreation visitor days currently. The 10-year planning on the horizon predict an increase of some 9 million visitor days.

The total of our increase that we are summarizing for the entire region from the standpoint of responding to that recreation pressure that is thoroughly upon us, we'll see increases in total recreation from about \$5 million to nearly \$7.8 million, so we are recognizing an increase of about 35 to 40 percent, so I think we have done the planning job in terms of recognizing that need, and our budget requests beginning in fiscal 1988 will be following the results from early management plans, so subsequent to that we have to wait to see if the appropriation process follows suit in the direction that we have established in our early management plans.

Senator DeCONCINI. Washington has not included the results of those management plans in the budget request?

Mr. CHAPMAN. We will be submitting various budget increments for the fiscal 1988 budget year. It remains to be seen which of those increment levels will be funded through the appropriation process.

Senator DECONCINI. You submit those to——

Mr. CHAPMAN. To the U.S. Forest Service.

Senator DECONCINI. And it ultimately isn't necessarily what comes up to the Hill in the administration budget?

Mr. MUNIZ. That's correct.

Senator DECONCINI. Certainly not indicated in the 1987 budget?

Mr. MUNIZ. That's right.

Senator DECONCINI. I am concerned that if the 1987 budget would be adopted as a result of planning in your area we are going to find——

Mr. MUNIZ. Yes.

Senator DECONCINI [continuing]. The inability to keep a fair minimum maintenance, and I know that and I am glad to hear that what you are submitting is in accordance with your long-range plans. What comes up to us does not reflect your needs, and it's of great concern.

Mr. MUNIZ. There was the question of full-time equivalency in this region and what the change was for 1981 to 1986. The full-time equivalent that we had in 1981 was 2,979. The current full-time equivalent in the region now is 2,440. The difference is 539, which is about a 19-percent decrease since 1979. And looking at projecting that 19-percent reduction, if we look at projecting those in 1980, we'll be reducing 134 positions, which is an additional 15-percent reduction on that.

Also I had a question, Senator, from you yesterday, about the road program and the trail program, and what I would like to do is just characterize the dollar figures from those 4 fiscal years to give you an idea of what the trends are from the standpoint of roads and trails.

The total road appropriations for us in fiscal year 1985 was \$13 million. In 1986 it dropped to \$10 million; in 1987 it went to \$9.5 million, and 1988 will be dropping to \$7.5 million. That's the total appropriation of that investment in roads to support the Timber Management Program in the region. In fiscal 1985 it was \$4.57 million. In fiscal 1986 it developed to \$3.4 million. In 1987 it is held at \$3.4 million. We are projecting in 1988, a development to \$1.06 million.

The general purpose roads during that same time—these are the roads that service the campgrounds and facilities, that's part of your road program—the figures on that are, in 1985 the figure was \$1.7 million. It dropped to \$500,000 in 1986, held at \$500,000 in 1987, we are projecting a slight increase up to \$0.9 million.

Senator DECONCINI. \$0.9 million?

Mr. MUNIZ. \$0.9 million, yes. Trails over that same 1985 to 1988 period.

Senator DECONCINI. OMB gave you——

Mr. MUNIZ. These are our actual. These are official appropriations, what was given us for implementing our program. Trails, there was quite a bit of comment yesterday, and some questions relative to that in fiscal 1985. The dollars that we had regionwide

is \$125,000. In 1986, it rose to \$138,000. In fiscal 1987 it dropped to \$101,000 and we're projecting in 1988 a drop to about \$50,000.

Senator DECONCINI. That is not good news, is it——

Mr. CHAPMAN. No.

Senator DECONCINI [continuing]. For trails. Thank you, gentlemen, very much. It's very helpful. Thank you for the explanations. Excuse me, go ahead.

Mr. ESTES. In the discussion we had yesterday on concessionaires——

Mr. McDONOUGH. Yes.

Mr. ESTES [continuing]. On the campgrounds of Apache-Sitgreaves, Mr. McDonough, could you tell us a little bit about the concessionaries operation? You said you believe that 60 percent of the campgrounds are operated by concessionaries. For how long have they operated these facilities?

Mr. McDonough. We started with the Concessionaire Program officially about 5 years ago. We were the first one in the region, and very possibly one of the first in the Nation. At the present time we have six of our major campgrounds under concessionaire operation.

Mr. ESTES. Can you tell me what campgrounds improvements are required under their contract?

Mr. McDONOUGH. There aren't any capital investment requirements. The only thing that might come close to this is that the concessionaire in a couple of campgrounds is providing shower facilities that were not there before, but this comes at an additional expense over the regular campgrounds.

Mr. ESTES. What is the cost to the campers?

Mr. McDONOUGH. To the campers to shower, something like \$2 a person for the utilization of showers.

Mr. ESTES. Could you also include those costs separately with the fees they raise?

Mr. McDONOUGH. No.

Mr. ESTES. And is there any other maintenance that has occurred and you would have picked up in the past?

Mr. McDONOUGH. The maintenance——

Mr. ESTES. Campgrounds——

Mr. McDONOUGH [continuing]. Is their total responsibility under the contract.

Mr. ESTES. Could you provide the gross revenues by campground as opposed to return to the Treasury?

Mr. McDONOUGH. Yes.

Mr. ESTES. And——

Mr. McDONOUGH. Would you like a copy of the contract provisions?

Mr. ESTES. That would be useful, I think.

Mr. McDONOUGH. OK.

Mr. ESTES. The campgrounds you turned over recently, if you could tell what the Forest Service cost was to operate the campgrounds prior to the concessionaries in terms of things on equal footings of several years——

Mr. McDONOUGH. Yes.

Mr. ESTES [continuing]. Including the total overhead cost of operating the campgrounds as law enforcement costs go? And if you

could indicate by campground your continuing cost that you have to incur such as law enforcement operating.

Mr. McDONOUGH. Yes.

Mr. ESTES. Are there any other elements that may be needed to make a valid comparison of the concessionaires operation and costs as opposed to forest system cost?

Mr. McDONOUGH. I think the biggest factor has been the situation that we have had excellent contractors. Now, that hasn't been the experience in some of the forests throughout the Nation. And I think the fact that we have had the quality contractors that we do have has made it a very successful program.

Senator DECONCINI. Thank you.

[The information follows:]

Date: AUG 11 1986

Honorable Dennis DeConcini
United State Senate
328 Hart Senate Office Building
Washington, D.C. 20510

ATTN: P. Lynch

Dear Senator DeConcini:

Once again I appreciate the opportunity to present you information of the USDA Forest Service recreation program in Arizona. Enclosed is the additional information requested at the Tucson hearing held on July 2, 1986.

These materials include:

Apache-Sitgreaves National Forest

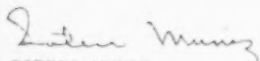
1. A copy of the Affected Environment description of the recreation resource from the Draft Environmental Impact Statement, Proposed Apache-Sitgreaves National Forests Plan.
2. A revised listing of developed recreation construction projects which will be included in the Final Forest Plan.
3. A comparison of the economics of concessionaire operation of campgrounds versus Forest Service operation.
4. Campground concessionaire Knollmiller's Special Use Permit and operating plan.

Coronado National Forest

1. Recreation capital investment proposals.

I await your call if I can be of further assistance.

Sincerely,


SOTERO MUNIZ
Regional Forester

RECREATION CAPITAL INVESTMENT PROPOSALS

CORONADO NATIONAL FOREST LAND MANAGEMENT PLAN

<u>RECREATION SITE</u>	<u>AREA (ACRES)</u>	<u>TOTAL EST. PAOT¹ CAPACITY</u>	<u>CONSTRUCTION COSTS (\$1,000)</u>	<u>RANGER DISTRICT</u>
Reef Campground (2)	50	150	269	Sierra Vista
Twilight Campground	30	105	189	Safford
Proctor Rd. Campground	40	100	200	Nogales
Sunnyside Campground	50	200	400	Sierra Vista
E. Stronghold Campground	50	150	300	Douglas
Snow Flat-Treasure Park Campground	50	200	400	Safford
Long Ridge Campground	50	200	400	Sierra Vista
Gardner Campground (2)	100	400	800	Nogales
Walker Campground	50	235	470	Nogales
Chimney Rock Campground	50	200	400	Santa Catalina
Riggs Ridge Campground	50	200	400	Safford
Italian Trap Campground	50	200	400	Santa Catalina
Pajarito Campground	50	250	500	Nogales
Old Prison Site Campground	30	200	400	Santa Catalina

¹ PAOT--Persons at one time.

(2) Means two campgrounds.

ECONOMIC COMPARISON
CONCESSIONAIRE VS. FOREST SERVICE OPERATION OF MAJOR CAMPGROUNDS
BIG LAKE, HOVER, BEHN CREEK, WINK, AND LAKESIDE
APACHE-SITGREAVES NATIONAL FORESTS
BASED ON 1935 GROSS RECEIPTS

	FOREST SERVICE OPERATION	CONCESSIONAIRE OPERATION
TOTAL FOREST SERVICE COST	\$103,000	\$ 9,000
TOTAL REVENUES	142,000	142,000
RETURN TO TREASURY	\$142,000	\$11,725
RETURN TO TREASURY IN EXCESS OF COST	40,000	2,725

* SUBJECT TO 25% RETURN TO COUNTRY IN LIEU OF TAXES.

NOTE: A shower facility was constructed by the concessionaire. Income from this facility is included in the above. The ownership of the improvements remain with the concessionaire.

MAJOR CAMPGROUND GROSS RECEIPTS FOR 1935

CAMPGROUND	GROSS RECEIPTS	FOREST SERVICE INCOME	
			TOTAL
BIG LAKE (Rainbow/ Cabin site/Proctor's/ Graveling)	\$130,000	3	1,500
HOVER/WINK/BEHN CREEK	63,000	10	3,300
LAKESIDE	25,000	14.5	3,525
TOTAL	\$142,000		11,725

Appendix 1

Apache-Sitgreaves National Forests

Proposed Revision - Recreation Development Schedule
(Will replace table 7, page 25, draft Forest plan)

MAJOR CONSTRUCTION/RECONSTRUCTION

		(EST.) COST in \$1000s
1. Two 34 unit cul de sacs and barrier system	Chevelon R.D.	315
2. Two 34 unit cul de sacs and barrier system	Heber R.D.	315
3. Aspen Campground expansion	Chevelon R.D.	250
4. Canyon Point Campground expansion	Heber R.D.	30
5. 34 unit cul de sac and barrier system	Chevelon R.D.	180
6. 34 unit cul de sac and barrier system	Heber R.D.	150
7. Big Lake Res. Area expansion (campground)	Springerville R.D.	200
8. At Tonto Point Campground (100 units)	Heber R.D.	300
9. Bus Vests/parking areas	Chevelon/Heber	30

SMALL RECONSTRUCTION/IMPROVEMENT PROJECTS

1. Rimrock - parking area	Lakeside R.D.	75
2. Lins Lake group campground improvement (SLAF)	Alpine R.D.	(SLAF)
3. Tonto Canyon Lake house system	Chevelon R.D.	125
4. Williams Valley Winter Rec. Parking Area	Alpine R.D.	95
5. Hole-in-the-Wall County Jail Parking Area	Springerville R.D.	30
6. Redoubt Sheep Corraling	Springerville R.D.	125
7. Lins Range Trail House	Alpine R.D.	115

MAJOR RECREATION FACILITY SITE PROJECTS

1. Tonto Ranger Station	All Districts	150
2. Facility component replacement	All Districts	50

Given the lack of major controversy, current Forest management direction provides for a reasonable balance between commodity and amenity resources use. The recent shifts in emphasis to amenity values has been reflected in the stabilizing of local economies by providing for a broadened base—perhaps the major reason for the communities' ability to cope well with growth. In light of a stronger, more diversified local economy and of the continuing adherence to traditional values, changes in management direction could assist or hinder the socio-economic situation, but only to a limited extent.

RESOURCE ELEMENTS

RECREATION

The majority of the Apache-Sitgreaves National Forests is on the Colorado Plateau, thereby sharing a significant portion of the higher elevation forested lands in the State of Arizona with the Coconino and Kaibab National Forests. The Apache-Sitgreaves in particular includes a substantial amount of the State's water related recreation base, with about 3,962 acres of lake waters, and 476 miles of fishing streams.

The water resources, climatic relief of the high elevations, and the varied vegetation of the Apache-Sitgreaves offer the recreation settings that are demanded by the State's population, the majority of which are located in the arid, low elevation desert part of the State. Add to the State's population the growing number of visitors to the State, and the inevitability of increasing outdoor recreation demand becomes unquestionable.

Many of the recreation opportunities outlined in the 1983 update of the Arizona State-wide Coordinated Outdoor Recreation Plan are

emphasized on the Forest. These include picnicking, developed campgrounds, fishing areas, nature study, and hiking and backpacking opportunities.

Coconino County specifically identified the need for better access for the handicapped, improvements to accommodate camping trailers and motorhomes, camping facilities for large groups, as well as designated and marked cross-country ski trails [separated from snowmobile areas] with snowplowed parking areas. Other needs listed include:

1. Picnic areas.
2. Additional trails and trailhead facilities for hiking/backpacking.
3. Snowmobiling trails [well marked trails, groomed, and trailhead facilities].
4. Designated ORV use areas.

Navajo County identified the need for a hard surface boat ramp at Scotts Reservoir, better identification of existing hiking trails, development of new trails along with corresponding trailhead and interpretive facilities. Other needs listed that could involve National Forest System lands include:

1. A multi-purpose winter facility for ice skating, cross country skiing, snowmobiling, and downhill skiing.
2. An ORV area with an attached camping facility.
3. Additional waterbased recreation opportunities.

Greenlee County's recreation needs as stated in the 1983 assessment were mostly identified for locations within the population centers with the exception of picnic areas. Campgrounds and additional waterbased sites for fishing were also noted as needs.

Apache County identified the following recreation needs that possibly require Forest Service involvement:

1. Full hook-up campgrounds for RV's and groups in the Greer and Alpine areas.
2. Trails in the 26 Bar Ranch area to accommodate private sector facilities, [3] Improved boat ramps at Greer Lakes; [4] Development of more cross country ski trails and shelters near Greer and Alpine; and [5] Accommodations for ORV activities including associated campgrounds.

The types of recreation experience opportunities available are varied. They can best be measured by delineating Recreation Opportunity Spectrum (ROS) classes. Urban is the class at the highly developed end of the spectrum and Primitive is the class at the undeveloped end of the spectrum. The following table displays the acres of the Forest capable of providing recreation experiences in each of the spectrum classes.

Most of the Forest offers quality recreation opportunities with the exception of highly accessible concentrated use areas. Solitude can be found in portions of the Forest that are accessible by vehicle. Water based activities during the summer time are possible with minimal user conflicts and desired experience levels for most activities may be attained.

Future Trends

Every activity group classified as dispersed recreation will experience an increase in use. Winter activities will increase more rapidly due to the existing popularity surge. If outdoor recreation projected future use [demand] increases proportionately with the

State's population, it will range from 1,094 MWD's in Period 1 to 2,231 MWD's in period 5. This level of use will result in deterioration of the resources utilized in preferred settings, especially on the west side of the Forest and in water based areas throughout the forest. Both wildlife oriented activities as well as activities associated with a water based setting already experience use that exceeds capacity in many areas.

The Pinetop/Lakeside/Show Low area has had a rapid increase in population in the last 10 years with the trend projected to continue. This local use is causing and is expected to continue causing significant year round use on the surrounding National Forest lands. As these areas become people's backyards, maintenance of at least current activity opportunities and experience levels will become increasingly difficult and costly.

Trails are by far the most numerous item on the list of dispersed facilities (875.8 miles on the trail inventory). Many trails are in poor condition, as only 15% are estimated to be maintained to an adequate level. There are also many miles that need to be reconstructed.

Trail use has risen rapidly over the last decade (estimated use in 1984 was 84,475 MWD's). This use is expected to continue to rise. Although the total number of trails on the Forest is more than adequate to meet demand, there are relatively few trails in the areas of heavy recreation use. In other words, there are many miles of trails in the Primitive and Semi-primitive end of the spectrum, but relatively few trails in the Roaded Natural and Rural portion of the spectrum where most of the recreation use occurs (See Table 33).

Table 31. RDS Classes

Class	Acres ±	Use MWD's ±
Urban	0	.1%
Rural	2	38.3%
Roaded Natural	37	47.0%
Semi-Private Motorized	35	10.1%
Semi-Private Nonmotorized	15	4.1%
Primitive	11	.4%

The following table displays the reported use by various activity groups.

Table 32. Dispersed Recreation Use by Activity Group

Activity Group	MWD (1984)	% of Total Dispersed
Water Based	52,451	5%
Non-Motorized	405,237	36%
Motorized	380,556	34%
Winter Use	25,614	2%
Hunting - Big Game	81,772	6%
Hunting - Small Game	28,572	2%
Non-Game Wildlife	8,873	1%
Fishing	152,494	14%

Based on the inventoried acres of the various Recreation Opportunity Spectrum classes, the Forest's estimated capacity for dispersed use is 3.7 MWD's which includes highway use, but not wildlife activities. Current use is well below this capacity, but that is not to say current use is not causing problems. Users tend to concentrate in desirable settings such as aspen stands, meadows, vista points, or along stream banks. It is in these desirable areas where concen-

trated use is causing resource damage such as erosion, rutted meadows, and vegetation damage all of which adversely affect the qualities that originally encouraged the use. Specific areas experiencing this situation are Willow Springs Lake, Al Fulton Point, areas near Woods Canyon Lake, and S.U. Knoll.

Dollars allocated for dispersed recreation management have historically been a very small part of the recreation budget. All dispersed use is managed at the less than standard service level. However, experience levels have remained high. Historically, funds have generally been used for maintenance of dispersed facilities, however, some efforts have been made to manage the vegetation and soil impacts within concentrated use areas through the use of barriers.

Table 33. Miles of Trail by ROS Class

ROS CLASS	MILES	%
Rural	6.1	.7
Roaded Natural	143.6	16.4
Semi-Primitive Motorized	194.4	22.2
Semi-Primitive Non-Motorized	257.6	29.4
Primitive	274.1	31.3

The General Crook Trail is one of 4 National Recreation Trails on the Apache-Sitgreaves. Further development of the General Crook Trail has been proposed. Portions of the General Crook Trail are also on the Coconino and Prescott National Forests. The General Crook Trail meets all three criteria for classification as a National Historic Trail. The Coconino National Forest is the lead Forest for planning, evaluation, and recommendation of development for the General Crook Historic Trail potential.

Clifton District has more miles of trails than miles of roads. These trails are an important part of the transportation system. Although they also provide recreation use, the major purpose of these trails is for range and general District administration.

Other facilities include parking areas, toilets, corrals, and information signs. Most of the parking facilities are associated with lake use, although there are trailhead developments adjacent to Mt. Baldy Wilderness. Damage to vegetation, and erosion is occurring at various locations on the Forest due to a lack of developed parking. Sanitation facilities are located at various concentrated use areas on the Forest, often associated with parking lots. There are five old campgrounds and picnic sites that due to lack of adequate maintenance are now considered dispersed facilities. Horse corrals and information signs are other facilities provided, but are not common.

Past efforts in dispersed recreation management have been primarily oriented toward the development of facilities as described above. More recently, efforts have been directed at providing better information, through signing.

Future Trends

Use is projected to increase proportionately with the State's population, therefore, a higher level of management is required to maintain at least the current dispersed facilities. In the case of trails, volunteers through the Adopt-a-Trail Program offers an opportunity to provide proper maintenance at reduced costs. A portion of the trail system historically used for administrative purpose will no longer be needed. Demand exceeds supply for trails near the Rim and in the rural and roaded natural ROS settings.

Developed Recreation

Public Sector - The current demand for developed sites is not being met. The cost of developing, operating, and maintaining sites is the limiting factor. Existing developed facilities are not being maintained adequately. It is estimated that under current funding, 51% of the facilities will have to be closed within the next twenty years, unless management strategies are changed. Possible management strategies include, 1) lowering the development scale and services provided at certain sites, 2) more involvement from the private sector and, 3) increasing fee collections to cover the cost of operation and maintenance. Significant changes in direction [items 2 and 3] will require changes in both laws and regulations.

Private Sector - There are 4 summer home tracts on the Forest, plus 4 organization camps, 2 resorts and lodges, and several concessionaire operations. Several of these facilities are being reviewed as part of this planning process. Three of the four summer home tracts and one of the organization camps meet the criteria of base-for-exchange designation. No reasons have been identified for discontinuing any of these private sector facilities, other than what might occur through the land exchange process.

The popularity of downhill skiing is generally increasing nationwide, and the southwest is no exception. Because of the increasing popularity, the nearby expanding urban centers and the favorable snow conditions of the White Mountains, interest has been expressed in the development of a downhill ski facility on the Forest. ~~A former proposal along with a feasibility study has been made for such a facility at South Mountain near Alpine.~~ Greens Peak 16 miles west of Springerville, has potential for a downhill ski facility. An Outfitter/Guide permit has been issued in the past to transport skiers up Greens Peak, however, use has been minimal.

Existing ski areas in the State are Mt. Lemmon, Fairfield Snow Bowl, Sunrise, and Bill Williams. Sunrise Ski Area is located on the White Mountain Indian Reservation, and is within 15 miles of the Greens Peak Area, and 60 miles of Alpine. None of the existing ski areas in the State have associated overnight accommodations at the site.

Both South Mountain and Greens Peak have similar snow accumulations. Water to provide snowmaking capabilities would be more plentiful and easier to access at South Mountain than Greens Peak. South Mountain is within 1/2 mile of Alpine, therefore, access and power is readily available. Access and power to Greens Peak is possible, yet would be costly to provide. Both Greens Peak and South Mountain are visible from major highways and have acres classified as semi-primitive motorized.

Recent proposals (1984) from the private sector and issuance of outfitter/Guide permits to provide guided snowmobile tours and to operate ski trails indicates the private sector will play a role in providing dispersed recreation opportunities as well as developed.

The following table displays recreation capacity and use for developed sites.

Table 34. Developed Recreation Capacity/Use by Type of Site (1964)

TYPE OF SITE	# OF SITES	PEOPLE-AT-ONE TIME CAPACITY (PAOT)	% OF TOTAL DEVELOPED USE
Campgrounds	36	4,770	76
Picnic Areas	8	165	3
Resorts & Lodges	2	94	1
Organization Camps	4	589	16
Recreation Residences	4	217	2
TOTAL	54	5,845	100

Table 35. Developed Recreation Sites (Excluding Interpretive Sites)

Site	Type	Acres	(RVD's) Practical Max. Cap.	% Use of Capacity	% Use At Standard Svc. Level
Blue Vista	Obs	1	490	82	0
Luna Lake	Boat	5	2,927	71	100
Luna Lake	CG	18	31,980	63	100
Alpine Divide	CG	15	5,565	64	100
Diamond Rock	CG	6	11,419	64	100
Buffalo Crossing	CG	3	23,424	100	0
Hennagan	CG	15	5,510	26	0
KP Cienega	CG	8	3,198	62	0
Upper Blue	CG	5	2,387	70	0
Blue Crossing	CG	1	3,917	39	0
Strayhorse	CG	2	4,554	11	100
Upper Miller	CG	2	883	20	0
Lower Miller	CG	2	883	30	0
Granville	CG	5	8,942	62	100
Cherry Lodge	PG	5	522	100	100
Rose Peak	PG	1	251	100	100
Sheeps Saddle	PG	1	251	100	100
Sardine Saddle	PG	1	251	100	100
Woods Canyon Lake	Boat	2	550	100	100
Spillway	CG	38	28,080	78	99
Aspen	CG	57	52,608	56	85
Chevelon Crossing	CG	15	4,498	100	100
Rocky Point	PG	18	13,421	100	98
Black Canyon Lake	Boat	3	1,858	16	0
Willow Springs Lake	Boat	6	1,952	46	0
Black Canyon Rim	CG	20	2,882	100	0
Canyon Point	CG	89	45,677	93	98
Gentry	CG	2	1,193	75	0
Luna Lake Group	CG	2	3,998	75	100
Honeymoon	CG	1	662	91	100
Woods Canyon Group	CG	5	9,150	100	100
Canyon Point Group	CG	3	2,050	93	100
River	Boat	8	5,731	23	100
Tunnel	Boat	2	1,274	100	100
Bunch	Boat	2	2,038	34	100
Lee Valley	Boat	1	725	100	100
Big Lake	Boat	2	1,208	100	100
South Fork	CG	3	1,208	100	0
Benny Creek	CG	4	12,420	81	100
Moyer	CG	83	82,800	45	100
Gebaldon	CG	3	1,836	100	0
Winn	CG	25	45,208	22	100

Table 35. Developed Recreation Sites [Continued]

Site	Type	Acres	[RVD's]		% Use At Standard Svc. Level
			Practical	% Use of Capacity	
Brookchar	CG	9	9,440	79	100
Cutthroat	CG	10	8,874	100	100
Grayling	CG	15	21,712	73	100
Rainbow	CG	46	53,619	100	100
Winn Group	CG	5	2,760	76	100
Nelson Reservoir	PG	1	990	51	0
Government Springs	PG	3	918	100	100
Sheeps Crossing	PG	5	1,224	100	0
Lakeside	CG	20	66,420	46	100
Fools Hollow	CG	7	21,050	93	0
Los Burros	CG	15	8,947	42	0
Lewis Canyon Group	CG	85	13,334	100	100

Table 36. Potential Developed Recreation Sites.

Site	Type	Location	PAOT's
Willow Springs Lake	CG	Heber R.D.	550
Al Fulton Point	CG & VIS Site	Heber R.D. [Rie]	500
Rim Area	CG, PG	Heber & Chevelon R.D.	100
Crescent Lake Area	CG	Springerville R.D.	1,000
Scotts Reservoir*	CG	Lakeside R.D.	75
Bear Canyon Lake	CG	Chevelon R.D.	250
Baca Ranch Area	CG	Heber R.D.	375
Carnero Lake*	CG	Springerville R.D.	200
Mexican Hay Lake*	PG	Springerville R.D.	75
Luna Lake	PG	Alpine R.D.	100
Blue Range Trailheads	Parking Areas	Alpine R.D.	75
Big Lake	Boat Ramp	Springerville R.D.	50
Crescent Lake	Boat Ramp	Springerville R.D.	15

* With Boat Ramp

Future Trends

In spite of emphasis by the Forest Service to encourage a less developed style of recreation, the demand for highly developed recreation sites continue to grow. With the average age of the American citizen increasing, the mobility of the retirees expanding, and considering the state of Arizona has a large portion of its population in retirement age groups, the demand for developed sites could possibly be greater than for other recreation experiences.

Whether retired or not, many visitors come to the Apache-Sitgreaves solely for climatic relief. They desire the facilities a dispersed experience does not offer. Currently, developed site use is approximately 83% of the Forests developed site practical maximum capacity. Use on many sites already meets capacity. Overall projected future use will exceed capacity on all sites by 1990. Without construction of new sites, expansion of existing sites, or rehabilitation of existing sites, the gap between capacity and use will widen significantly over time.

Projected future use for developed recreation based on the State's estimated population growth is 1,035 MRVD's in Period 1 and 2,293 MRVD's in period 5.

Participation in meeting recreation demand on the Apache-Sitgreaves by the private sector in the past has been minimal, at least for activities such as camping and picnicking. Even if additional funds become available for National Forest campground construction, the

private sector will play an increasing role in meeting the total recreation demand, both for dispersed and developed recreation activities. Because the desired settings for most of the demanded developed recreation type activities are not found on private land, the trend will be for private operations on National Forest System land. The opportunity exists for the private sector to meet approximately 25% of the demand for developed recreation sites such as campgrounds. Due to the seasonal nature of the recreation industry, State/county/community built and operated developed recreation on National Forest lands may become a viable approach. The demand for downhill skiing opportunities will increase particularly for complete destination resort experience.

Private Sector
Recreation on
Adjacent Lands

The adjacent lands of the White Mountain Apache Indian Reservation provides most of the same high elevation and water based type recreation opportunities as does the National Forest. There are similar fishing, hunting, camping, and picnicking opportunities for the general public on Indian land. In the past, the Indians have approached recreation management similar to the Forest Service by providing a wide range of recreational opportunities, even to the point of providing leases for summer homes. Sunrise Ski Area on the Reservation is an excellent downhill ski facility that provides for 250,000 skier days per year.

Future Trends

The White Mountain Apaches will continue to provide various recreation opportunities for the public, as this is an important means of revenue for the tribe. However, their emphasis will be in providing a high quality recreational experience for those who can afford the associated high cost.

EXHIBIT B

Apache-Sitgreaves National Forests

Proposed Revision - Recreation Development Schedule
(will replace table 7, page 26, draft Forest plan)

MAJOR CONSTRUCTION/RECONSTRUCTION

- | | |
|---|--------------------|
| 1. Two 34 unit cul de sacs and barrier system | Chelvon R.D. |
| 2. Two 34 unit cul de sacs and barrier system | Heber R.D. |
| 3. Aspen Campground expansion | Chelvon R.D. |
| 4. Canyon Point Campground expansion | Heber R.D. |
| 5. 34 unit cul de sac and barrier system | Chelvon R.D. |
| 6. 34 unit cul de sac and barrier system | Heber R.D. |
| 7. Big Lake Rec. Area expansion (campground) | Springerville R.D. |
| 8. Al Fulton Point Campground (100 units) | Heber R.D. |
| 9. Rim Vista/parking areas | Chelvon/Heber |

SITE REHABILITATION/IMPROVEMENT PROJECTS

- | | |
|---|--------------------|
| 1. Rimtrail - parking area | Lakeside R.D. |
| 2. Luna Lake group campground improvements | Alpine R.D. |
| 3. Woods Canyon Lake water system | Chelvon R.D. |
| 4. Williams Valley Winter Rec. Parking Area | Alpine R.D. |
| 5. Pole Knoll X-Country Ski Parking Area | Springerville R.D. |
| 6. Relocate Sheeps Crossing | Springerville R.D. |
| 7. Blue Range Trail Heads | Alpine R.D. |

SUMMARY - OTHER RECREATION SITE PROJECTS

- | | |
|-----------------------------------|---------------|
| 1. Toilet rehabilitation | All Districts |
| 4. Facility component replacement | All Districts |

United States Department of Agriculture Forest Service SPECIAL USE PERMIT Act of April 24, 1950, Section 7 GRANGER-THYE Act of March 4, 1915	a. Record no. (1-2)	b. Region (3-4)	c. Forest (5-6)
	70	03	02
	d. District (7-8)	e. User number (9-12)	f. Kind of use (13-15)
	06	---	143
	g. State (16-17)	h. County (18-20)	i. Card no. (21)
	04	001	1

Permission is hereby granted to John Knollmiller

of P.O. Box 284, Greer, Arizona 85927

hereinafter called the permittee, to use subject to the conditions set out below, the following described lands or improvements:

Portions of National Forest land in Sections 1 & 2, T7N, R27E, and Section 34, T7N, R27E, known as Hoyer and Winn Campground areas as shown on Map #1. Facilities and improvements are shown in Exhibit A.

This permit covers approx. 117 acres xxxxx and is issued for the purpose of:
Operating and maintaining Forest Service developed campgrounds. The permittee will
be allowed to charge reasonable fees for the use of facilities and services provided
the public (charge schedule to be included in Operations Plan).

Optional - Sell firewood to users of the campground.

Provide showers.

Charge fees for the use of sanitary dump station.

1. Construction or occupancy and use under this permit shall begin within N/A months, and construction, if any, shall be completed within N/A months, from the date of the permit. This use shall be actually exercised at least 100 days each year, unless otherwise authorized in writing.

2. In consideration for this use, the permittee shall pay to the Forest Service, U.S. Department of Agriculture, the sum of Fees per Clause 18 Dollars (\$XXXXXXXXXXXXXXXXXXXX) for the period from 10/1/2000 to 10/1/2001 and thereafter annually on Per Fee Clause 19.

Dollars (\$ _____) :

Provided, however, Charges for this use may be made or readjusted whenever necessary to place the charges in a just and equitable rate with the value of use authorized by this permit.

3. This permit is accepted subject to the conditions set forth herein, and to conditions 18-38 and to
Operating Plan attached hereto and made a part of this permit.

PERMITTEE	NAME OF PERMITTEE John Knollmiller	SIGNATURE OF AUTHORIZED OFFICER <i>John Knollmiller</i> TITLE	DATE 12/17/85
ISSUING OFFICER	NAME AND SIGNATURE <i>Jim J. Morris</i>	TITLE Forest Supervisor	DATE 12/19/85

(CONTINUED ON REVERSE)

2706-4 (7/74)

4. Development plans; layout plans; construction, reconstruction, or alteration of improvements; or revision of layout or construction plans for this area must be approved in advance and in writing by the forest supervisor. Trees or shrubbery on the permitted area may be removed or destroyed only after the forest officer in charge has approved, and has marked or otherwise designated that which may be removed or destroyed. Timber cut or destroyed will be paid for by the permittee as follows: Merchantable timber at appraised value; young-growth timber below merchantable size at current damage appraisal value; provided that the Forest Service reserves the right to dispose of the merchantable timber to others than the permittee at no stumpage cost to the permittee. Trees, shrubs, and other plants may be planted in such manner and in such places about the premises as may be approved by the forest officer in charge.

5. The permittee shall maintain the improvements and premises to standards of repair, orderliness, neatness, sanitation, and safe y acceptable to the forest officer in charge.

6. This permit is subject to all valid claims.

7. The permittee, in exercising the privileges granted by this permit, shall comply with the regulations of the Department of Agriculture and all Federal, State, county, and municipal laws, ordinances, or regulations which are applicable to the area or operations covered by this permit.

8. The permittee shall take all reasonable precautions to prevent and suppress forest fires. No material shall be disposed of by burning in open fires during the closed season established by law or regulation without a written permit from the forest officer in charge or his authorized agent.

9. The permittee shall exercise diligence in protecting from damage the land and property of the United States covered by and used in connection with this permit, and shall pay the United States for any damage resulting from negligence or from the violation of the terms of this permit or of any law or regulation applicable to the National Forests by the permittee, or by any agents or employees of the permittee acting within the scope of their agency or employment.

10. The permittee shall fully repair all damage, other than ordinary wear and tear, to national forest roads and trails caused by the permittee in the exercise of the privilege granted by this permit.

11. No Member of or Delegate to Congress or Resident Commissioner shall be admitted to any share or part of this agreement or to any benefit that may arise herefrom unless it is made with a corporation for its general benefit.

12. Upon abandonment, termination, revocation, or cancellation of this permit, the permittee shall remove within a reasonable time all structures and improvements except those owned by the United States, and shall restore the site, unless otherwise agreed upon in writing or in this permit. If the permittee fails to remove all such structures or improvements within a reasonable period, they shall become the property of the United States, but that will not relieve the permittee of liability for the cost of their removal and restoration of the site.

13. This permit is not transferable. If the permittee through voluntary sale or transfer, or through enforcement of contract, foreclosure, tax sale, or other valid legal proceeding shall cease to be the owner of the physical improvements other than those owned by the United States situated on the land described in this permit and is unable to furnish adequate proof of ability to redeem or otherwise reestablish title to said improvements, this permit shall be subject to cancellation. But if the person to whom title to said improvements shall have been transferred in either manner provided is qualified as a permittee and is willing that his future occupancy of the premises shall be subject to such new conditions and stipulations as existing or prospective circumstances may warrant, his continued occupancy of the premises may be authorized by permit to him if, in the opinion of the issuing officer or his successor, issuance of a permit is desirable and in the public interest.

14. In case of change of address, the permittee shall immediately notify the forest supervisor.

15. The temporary use and occupancy of the premises and improvements herein described may be sublet by the permittee to third parties only with the prior written approval of the forest supervisor but the permittee shall continue to be responsible for compliance with all conditions of this permit by persons to whom such premises may be sublet.

16. This permit may be terminated upon breach of any of the conditions herein or at the discretion of the regional forester or the Chief, Forest Service.

17. In the event of any conflict between any of the preceding printed clauses or any provisions thereof and any of the following clauses or any provisions thereof, the following clauses will control:

18. **Fees and Reports.** In consideration for this use, the permittee shall pay to the USDA Forest Service, 10% of gross sales and other income derived from operations authorized by this permit.

Sales for the purpose of fee calculations are defined as the revenue derived from all goods and services sold, which are related to operations under this permit.

The following will be excluded from gross receipts or revenue to arrive at sales:

1. Refunds.
2. Sales taxes collected from customers, and paid or payable to taxing authorities.

An advance payment of 50% of the estimated total seasonal fee due the USDA Forest Service, will be paid fifteen (15) days prior to the start of operations. The remainder of the total estimated fee will be due seventy-five (75) days thereafter. Final amounts due or credits to the concessionaire based on actual seasonal receipts, will be made within thirty (30) days after the close of the operating season.

The permittee will send to the Forest Supervisor within thirty (30) days of the close of the operating season, an operating statement

reporting the results of operations including year-end adjustments. The permittee will also include a balance sheet, representing his/her financial condition at the close of his/her business year.

Reports and deposits required as outlined above, shall be tendered and sent or delivered to the Collection Officer, USDA Forest Service, at the address furnished by the Forest Supervisor. Checks or money orders will be payable to "USDA Forest Service."

19. Service Charge. A late payment charge in addition to the regular fees, shall be made for failure to meet the fee payment due date, or any of the dates specified for submission of statements required for fee calculation. The late payment charge shall be \$20.00, or an amount calculated by applying the current rate prescribed by the Treasury Fiscal Requirements Manual Bulletins to the overdue amount for each 30 day period, or fraction thereof, that the payment is overdue, whichever is greater. If the due date falls on a non-workday, the late payment charge will not apply until the next workday.
20. Access to Records. For the purpose of administering this permit (including ascertaining that fees paid were correct and evaluating the property of the fee base), the permittee agrees to make all of the accounting books and supporting records to his business activities, as well as those of sublessees operating within the authority of this permit, available for analysis by qualified representatives of the Forest Service or other federal agencies authorized to review the Forest Service activities.

Review of accounting books and supporting records will be made at dates convenient to the permittee and reviewers. Financial information so obtained will be protected from disclosure to the fullest extent possible provided by the Freedom of Information and Privacy Acts.

The permittee will retain the above records and keep them available for review for three (3) years after the end of the year involved, unless disposition is otherwise authorized by the Forest Service in writing.

21. Permit Term. This permit is issued for the period ending December 31, 1986, with the provision that it may be extended for a period of one (1) or two (2) years, not to exceed December 31, 1988, providing both parties consent to the extension.

If during the term of this permit, the Forest Service determines the public interest requires the revision of the conditions of use or the termination of the use of Government-owned improvements, the use of which is authorized by this permit, said conditions of use may be revised, or the use terminated or suspended at the discretion of the Regional Forester.

22. Non-discrimination Services. During the performance of this permit, the permittee agrees:
 - a. In connection with the performance of work under this permit, including construction, maintenance, and operation of the facility, the permittee shall not discriminate against any employee or applicant for employment because of race, color, religion, sex, or national origin.
 - b. The permittee and his employees shall not discriminate by segregation or otherwise, against any person on the basis of race, color, religion, sex, or national origin by curtailing or refusing to furnish accommodations, facilities, service, or use privileges offered to the public generally.
 - c. The permittee shall include and require compliance with the above non-discrimination provisions in any subcontract made with respect to the operations under this permit.

- d. Signs setting forth this policy of non-discrimination to be furnished by the Forest Service will be conspicuously displayed at the public entrance to the premises, and at other exterior or interior locations as directed by the Forest Service.
23. Insurance. The permittee shall have in force, public liability insurance covering: (1) property damage in the amount of fifty thousand dollars (\$50,000) and; (2) damage to persons in the minimum amount of one hundred thousand dollars (\$100,000) in the event of death or injury to one individual, and the minimum amount of three hundred thousand dollars (\$300,000) in the event of death or injury to more than one individual.
- The coverage shall extend to property damage, bodily injury, or death arising out of the permittee's activities under this permit including, but not limited to, the occupancy or use of the land and the construction, maintenance, and operation of the structures, facilities, or equipment authorized by this permit. Such insurance shall also name the United States as additional insured, and provide for specific coverage of the permittee's contractually assumed obligation to indemnify the United States.
- The holder shall repair, replace, or restore any damage to or loss of the premises covered by this authorization, caused by fire or other casualty including consequential damages to said premises resulting from fire or other casualty, including fires or other casualties beyond the control of and without the fault of the holder, and shall have in force, fire and other casualty insurance covering the Government-owned improvements, the use of which is authorized by this permit.
- Such fire and other casualty insurance shall be in the amount of fifty thousand dollars (\$50,000), and shall name the United States as beneficiary of proceeds payable as a result of claims for damage from fire or other casualty. The holder shall furnish the Forest Service an authenticated copy of the insurance policy. The policy shall also contain a specific provision or rider to the effect that the policy will not be cancelled or its provisions changed before 30 days written notice to the Forest Supervisor, Apache-Sitgreaves National Forests, P.O. Box 640, Springerville, Arizona 85938.
24. Indemnification of United States. The permittee shall indemnify the United States against any liability for damage to life or property arising from the occupancy or use of National Forest lands under this permit.
25. Bonds. Performance. As a further guarantee of the faithful performance of the provisions of clause 29, the permittee agrees to deliver and maintain a surety bond in the amount of twenty thousand dollars (\$20,000). Should the sureties or the bonds delivered under this permit become unsatisfactory to the Forest Service, the permittee shall, within thirty (30) days of demand, furnish a new bond with surety, solvent and satisfactory to the Forest Service. In lieu of surety bond, the permittee may deposit into a Federal depository, as directed by the Forest Service, and maintain therein cash amounts provided for the above, or negotiable securities of the United States having a market value at time of deposit of not less than the dollar amounts provided above.

The permittee's surety bond will be released, or deposits in lieu of bond, will be returned in thirty (30) days after certification by the Forest Service, that installations are returned in condition received, and upon furnishing by the permittee of proof satisfactory to the Forest Service, that all claims for labor and material on said installations have been paid or released and satisfied.

The permittee agrees that all monies deposited under this permit may, upon failure on his part to fulfill all and singular the requirements herein set forth or made a part thereof, be retained by the United States to be applied as far as may be to the satisfaction of his/her obligations assumed hereunder, without prejudice whatever to any other rights and remedies of the United States.

26. Regulation Services and Rates. The Forest Service shall have the authority to check and regulate the adequacy and type of services provided the public, and to require that such services conform to satisfactory standards. The permittee will be required to furnish the Forest Service a schedule of prices for sales and services authorized by the permit. Such prices and services will be regulated by the Forest Service, provided that the permittee shall not be required to charge prices lower than those charged by comparable or competing enterprises.
27. Inspection and Suspension of Use. The Forest Service reserves the right to inspect the permittee facilities and improvements at any time for compliance with terms of this permit, if in the opinion of the District Ranger, there is insufficient adherence to the terms of the permit, he may suspend use or operation of any part, or all of the permitted facilities or improvements. Such inspections by the Forest Service do not relieve the permittee of his responsibilities under other terms of this permit.
28. Risk and Hazards. Avalanches, rising waters, high winds, falling limbs or trees, and other hazards are natural phenomena in the Forest that present risks to the permittee's property which the permittee assumes. The permittee has the responsibility of inspecting his site, lot, right-of-way, and immediate adjoining area for dangerous trees, hanging limbs and other evidence of hazardous conditions, and after securing permission from the Forest Service, remove such hazards.
29. Maintenance of Government Improvements. The permittee shall maintain the present improvements, as well as any future improvements, appurtenances, and furnishings constructed or installed by the Forest Service, in as good condition as received for use, ordinary wear and tear expected, and shall supply and replace any articles that may be destroyed, broken, or lost, with articles of a like kind and of equal value according to a list of property supplied by the Forest Service. Such improvements, appurtenances, and furnishings shall at all times be maintained and operated by the permittee in a safe condition and manner; and upon termination of this permit, the permittee shall deliver up to the Forest Service the premises, improvements, appurtenances, and furnishings in as good a condition as received.

If during the term of this permit the Government-owned improvements are altered, reconstructed, or modified in any way, the material, equipment, fixtures, or other appurtenances which are affixed to or made a part of said improvements in connection with the alteration project shall become a part of the property.

Ownership shall accrue to the Government, regardless of whether said work is performed by the holder or any other party.

The permittee's responsibility for the Government improvements begins upon issuance of a permit, and continues for the entire term of the permit. The list of improvements is shown in Appendix .

The permittee and the Forest Service will jointly inspect the improvements prior to the start of the operating season, and immediately following campground closure.

30. Site Protection

- a. Aesthetics. The permittee shall protect the scenic aesthetic values of the area under this permit, and the adjacent land as far as possible with the authorized use, during construction, operation, and maintenance of improvements.
- b. Pollution. The permittee shall take reasonable precautions to prevent pollution or deterioration of lands or waters which may result from the exercise of the privileges extended by this permit.

No waste or by-products shall be discharged if it contains any substances in concentrations which will result in substantial harm to fish and wildlife, or to human water supplies.

Storage facilities for materials capable of causing water pollution if accidentally discharged, shall be located so as to prevent any spillage into waters or channels leading into water, that would result in substantial harm to fish and wildlife or to human water supplies.

- c. Erosion Control. The permittee shall be responsible for the prevention and control of said erosion and gullyng caused by the permittee either directly or indirectly, on the area covered by this permit and lands adjacent thereto, and shall provide preventative measures as required by the Forest Service.
- d. Permittee's and User's Conduct. Disorderly or otherwise objectionable conduct by the permittee or those occupying the premises with his/her permission shall upon proof thereof, be cause for termination of this permit.

The permittee will take reasonable measures to prevent and discourage vandalism or disorderly conduct, and when necessary will call in the appropriate law enforcement officer.

31. General

- a. Gambling, or gambling machines or devices will not be permitted on National Forest lands, regardless of whether or not they are lawful under State law or County ordinances.
- b. No animals or fowl other than household pets, shall be kept upon the premises.
- c. The permittee shall restrict all parking to areas approved by the Forest Service.
- d. No fireworks shall be stored or used on the land covered by this permit, or in the structures thereon.
- e. The permittee shall maintain such firebreaks as required by the Forest Service.
- f. The permittee is responsible for all State and local taxes, fees, or charges levied as a result of the permittee's operation of the campground facilities.
- g. All butane, propane, or other liquified-petroleum gas equipment shall be installed and operated in accordance with laws and regulations of the State of Arizona.
- h. The sale of liquors or other intoxicating beverages is expressly prohibited on the area covered by this permit.

32. Signs. No signs or advertising devices shall be erected on the area covered by this permit, or highways leading thereto, without prior approval by the Forest Service as to location, design, size, color, and message. Erected signs shall be maintained or renewed as necessary to meet and presentable standards.

33. Advertising. The permittee, in his advertisements, signs, circulars, brochures, letterheads, and like materials, as well as orally, shall not misrepresent in any way, either the accommodations provided, the status of his permit, or the area covered by it or tributary thereto.

The fact that the permitted area is located on the Apache-Sitgreaves National Forests shall be made apparent in all of the permittee's brochures and advertising regarding use and management of the area and facilities under permit.

34. Operating Plan. The permittee will prepare an Operating Plan to be approved by the Forest Service prior to each season. The provisions of the Operating Plan and annual revisions, will become a part of this permit and will be signed by the Forest Supervisor and the permittee.

The permittee shall be responsible for policing the grounds, maintaining order and protecting the premises and shall have the right to adopt reasonable rules and regulations. Such rules and regulations will be included in the Operating Plan, and will require advance approval of the Forest Service.

35. Campsite Occupancy. Camp units shall be occupied by at least one person during the first night after camping equipment has been set up. Camping equipment cannot be left unattended for more than twenty-four (24) hours without the permission of the District Ranger. Camping for a period longer than 14 days shall not be allowed without written permission of the District Ranger. Occupancy is limited to two (2) vehicles and/or ten (10) persons per site.

Use of campground is limited to existing designed units.

36. Corporation Status Notification. The permittee, if a corporation, shall notify the Forest Service within fifteen (15) days of the changes listed below.

- a. Names of officers appointed or terminated.
- b. Names of stockholders who acquire stock shares causing their ownership to exceed 50% of shares issued, or who otherwise acquire controlling interest in the corporation.

37. Third Parties. The assumption by another party under an agreement with the permittee of any right or obligation of the permittee under this permit, shall in no case operate to relieve the permittee of the responsibilities or liabilities assumed under this permit.

38. Permittee Representation. The permittee or a designated representative shall be present on the premises, or available in the area at all times when the facilities are open to the public. The permittee will notify the District Ranger in writing who the representative(s) will be.

HOYER-BENNY CREEK FACILITY INVENTORY

1. Fire rings	100
2. Pedestal grill	9
3. ~~Garbage bins~~	42
4. Tent pads	20
5. Fee collection station	7
6. Spur, single car	92
7. Spur, car, trailer	8
8. Road, surfaced (paved)	2.2 mile
9. Traffic control (barrier)	5,000 (est.)
10. Gates	4
11. Trail	.4 miles
12. Gray water pump	7
13. Sewage line	3,000' (est.)
14. Trailer dump station	1 ea.
15. Concrete tables	18 ea.
16. Wood tables	82 ea.
17. Toilet Buildings, flush	7 ea.
18. Toilet seats, flush	19
19. Waterline	2,000' (est.)
20. Hydrants	15 ea.
21. Amphitheater	700 sq. ft.
22. Signs	2 ea.
23. Bulletin Boards	8 ea.
24. Toilet Buildings, vault (2 units)	4 ea.

WYNN-LEE VALLEY FACILITY INVENTORY

1. Utility, pump house	1 located at Cold Springs
2. Fireplace	57
3. Fire ring	1
4. ~~Garbage bins~~	43
5. Spur, single car	40

6. Spur, two car	8
7. Spur, car, trailer	16
8. Road, surfaced (gravel)	2.1 mile
9. Traffic control (barrier)	1,800' (est.)
10. Wood tables	74 ea.
11. Toilet Buildings, vault (2 units)	11 ea.
12. Waterlines, intake	6,000' (est.)
13. Pump, power	1
14. Water storage tank (1)	28,000 gallon
15. Waterline distribution	12,000' 4
16. Hydrants	5 ea. .
17. Bulletin Boards	4 ea.
18. Gates	2
19. Parking lot (Group Area)	20,000 sq. ft.

OPERATING PLAN
OF THE
HOYER-WINN CAMPGROUND COMPLEX

SPRINGVILLE RANGER DISTRICT
APACHE-SITGREAVES NATIONAL FORESTS
ARIZONA
1986-1988

Proposed by: John Smallwood Date 12/17/85
Approved by: Jim Morris Date 12/19/85

4. Operating Proposal

- A. Operating Season and Use Limits
- B. Law Enforcement/Security and Control of Irresponsible Public Acts
- C. Maintenance
- D. Cleaning Sites and Facilities
- E. Solid Waste Disposal
- F. Supervision and Management Proposed and Location of People
- G. Water Service
- H. Signs and Advertising
- I. Hazard Reduction/Health and Safety
- J. Public Contacts
- K. Use Data
- L. User Fees
- M. Equipment and Supplies
- N. Permittee Employees
- O. Reporting Responsibility
- P. Utilities
- Q. Contracting
- R. Fee Collection
- S. Optional Activities
- T. Storage and Maintenance of Materials and Equipment
- U. Insurance/Bond
- V. Site Protection
- W. General
- X. Conclusion

A. Operating Season and Use Limits

The campgrounds will be open from at least May 15-October 15, weather permitting. The use of the campgrounds will be limited to existing designed units and not exceed designed capacity. Use will be limited to no more than two vehicles and / or ten persons per site. In this situation a trailer will be defined as a vehicle so a truck and trailer will fill the site to its capacity.

Camp units shall be occupied by at least one person during the first night after camping equipment has been set up. Camping equipment cannot be left unattended for more than twenty-four hours without the permission of the District Ranger.

Special precautions will be taken at Hoyer to insure that all vehicles are parked on the pavement. At the other campgrounds no vehicles will be permitted beyond the barriers.

Camping for a period longer than 14 days shall not be allowed without written permission of the District Ranger.

B. Law Enforcement/Security and Control of Irresponsible Public Acts .

A hand out depicting rules and regulations on one side and a map on the other will be given at time of registration. In addition pictures and signs depicting rules and regulations will be displayed and maintained at all locations provided by the P.S. throughout the campground. Any persons not complying with these rules and regulations will be reminded courteously by the attendant. If further infractions occur that cannot be handled by the attendant or permittee, the local law enforcement agency will be summoned. The use of radio or telephone communication will greatly facilitate these matters. By having someone on the campground that has the authority to enforce these rules and regulations gives the campers a very secure feeling. Having an attendant at the entry station greatly reduces campground theft and vandalism.

We have high frequency radio communication between Winn, Big Lake, Lakeside, and Hoyer through Greens Peak. I have one of these radios with me 24 hours a day. We have CB communication from the golf carts used in Hoyer to the fee collection station and also to Benney Creek. We have telephones at Lakeside and Hoyer. This has proved to be efficient communication for all the varied needs involved in campground management. If a law enforcement officer needs to be summoned it can be done easily from any area.

C. Maintenance

1. Water System & Sewer System: I will assist in activation, deactivation and accomplish all maintenance within the campground. For the past three years I have assisted the P.S. in this and I am knowledgeable in handling this on my own. I have a class one waste water certification from the State of Arizona which qualifies me to run and maintain the lagoon waste water system at Hoyer. I am working toward my certification in water treatment.

I have a mobile water tank to service Benney Creek to qualify this as a fee area.

2. Water Testing: I will correct deficiencies that are the result of problems within the campgrounds. Take water samples for testing and submit results to the P.S. Since I will be employing the P.S. person at Big Lake who has accomplished this in the past, he will also be able to complete the necessary testing at Hoyer and Winn."

3. Buildings: I have in the past and will continue to paint the floors yearly and walls as needed, and will repair any window and mirror breakage, fixtures, partitions, door closures, locks, handles, hinges, toilet fixtures, and waste receptacles. I will replace any USFS improvements with comparable quality parts.

4. Camp Units and Facilities Including Barriers: I will be responsible for reconditioning or replacing facilities damaged by vandalism. I agree to maintain all improvements in as good as received condition. All picnic tables are oiled yearly.

5. Garbage: I will provide for disposal service (see Contracting).

6. Roads: Prior to operating season I will blade the access roads for Benney Creek and Winn, also parking lots and interior roads. I have two drags, one is kept at Benney Creek, the other at Winn to periodically drag the entry roads and campground roads to keep them enjoyably passable.

7. Signs I will replace signs, posters and bulletin boards as needed. Comply with sign and poster plan. Furnish own private signing. Official signs and posters will be obtained as needed from the Forest Service.

8. Minor Maintenance I agree to perform on an as-needed basis, such duties as: replace broken toilet seats, replace toilet paper holders, apply disinfectant and deodorants in toilets, replace gaskets in leaky faucets, straighten sign posts, tighten door hinges and remove all nails, ropes, poles, and wire from trees and facilities. Replace and repair barriers along roads, etc. I will refer to publication "Cleaning Recreation Sites" for further direction.

D. Cleaning Sites & Facilities

Cleaning sites & facilities will be performed with sufficient regularity at each site to give the overall appearance of being clean and sanitary, free of litter, neat in appearance, and well kept by minor maintenance in accordance with F.S. standards.

Special attention will be given to making toilets clean and sanitary. For it is the one common facility that receives the most use and the most probable for disease transmission. Please see section of exhibits containing letters from the public as to the manner in which the rest-rooms are being maintained.

Procedures expressed in the publication, "Cleaning Recreation Sites", dated July 1920, will be made a part of this plan.

As a minimum, the following schedules will be met:

1. Restrooms: All public restrooms will be visited daily, cleaned daily, and toilet tissue replaced with a bio-degradable type tissue to reduce problems at the sewage lagoon. A deoderant, disinfectant will be used in all the restrooms. Chemicals will will be added to the vaults to reduce odor.
2. Pire Pings: These will be emptied when they get half full. Care will be taken that hot ashes do not come in contact with flammable materials.
3. Litter: Litter pick-up around the exterior of the facilities will be done daily and in the remaining areas as needed.

E. Solid Waste Disposal

Garbage will be contracted locally. Due to a change in collectors it may have to be collected out of Pinetop at an increased rate, and only once or twice a week. I also have the option of purchasing a large dumpster from the county which will be dumped by them as needed on a telephone contact basis. Special measures will be taken to instruct campers to bag all trash in plastic to cut down on flies and odor. Bags will be provided at the check-in station for campers not so equipped. Receptacles will not be allowed to overflow. If necessary any excess garbage will be taken care of as I have a large hydrolic dump trailer. The outlying dumpsters have been removed, with F.S. approval, and replaced with "Pack it in-Pack it out" signs to reduce the cost of collection. This has worked effectively this past season at the Greer Lakes, Sheeps Crossing, and Gabaldon.

I will pump the vault toilets as needed (when they become 3/4 full) during the season, and immediately following the season.

F. Supervision and Management Proposed and Location of People.

I have personally supervised the Hoyer Winn Complex for the past three years and have been able to develop a system of management that runs efficiently without my total precence. Each year the voluze of the campgrounds have increased and problem incidents with canpers have decreased.

I plan to have two sets of experienced hosts located at the entry to Hoyer Campground adjacent to the check-in station. These host will be responsible for the daily opening and closing and manning the station at all times, 6:30 am - 8:30 pm. The close proximity of the hosts to the check-in station enables them to be available for camper assistance after hours also. They will be assisted by two other sets of hosts located within the campground. Benney Creek will have two sets of hosts located adjacent to the entry of the campground area. They will alternately be on duty. Winn campground will be managed by a host with several years experience at that location.

He, and an assistant host, will be located at the entry to the campground area. All these hosts will be responsible for fee collection, camper assistance, keeping records of needed information, cleaning the restrooms, firepits, minor maintenance, law enforcement, and keeping the grounds neat, orderly, and litter free, while presenting a "Good Host" image. The host at Winn will also be responsible for maintaining Lee valley Reservoir and Gabaldon Horse Corral, while the hosts at Hoyer will maintain the Greer Lakes.

I will be spending only part of my time at Hoyer, although I will retain my mobile home as presently located, due to my management of Big Lake. I will have a high frequency radio with me at all times should any of the campgrounds need to reach me for any problems, questions or situations. These radios are located in the check-in station at each campground. I also have a telephone at Hoyer for communications from the Forest Service, Highway Patrol, or Sheriff's Dept.

I will personally advise the hosts of the rules and regulations required by the Forest Service and my own personal rules for the campgrounds, which will be passed out to every camper upon their arrival (see Exhibit Section). I will advise all hosts on ways to approach the public in enforcing these rules in my absence. There will always be a host in charge when I'm not there and a host will be on the campground at all times.

The hosts will wear identifying hats and patches or vests (see Exhibit Section, for logo). The hosts will also have an identifying woodgrain, plastic badge, 1" x 3", which says for Example "Hoyer Campground Attendant".

I have established a generator loop, sites 67-98 Grouse Loop. Each camper with a generator will have the option to choose to camp there under the guidelines of this notice which would be handed out as they enter the campground.

THE GENERATOR LOOP IS FOR:

LOUD generators.

Anyone wanting to run their generator before 8 AM or after 8 PM.

Anyone running a generator the majority of the time.

The operation of this area will be done in a manner to maintain the level of recreation experience, maintenance, safety, and sanitation of the facilities for users while retaining the natural resource values.

G. Water Service

I have a 350 gallon water tank on a double axel trailer which I will use to supply water to Benney Creek. This tank will be filled as the need demands from the pump house at Squirrel Spring.

I will assist the Forest Service in activation and deactivation of the water systems at both Hoyer and Winn and be responsible for all maintenance within the campgrounds. I will be responsible for testing the water and correcting any deficiencies within the campgrounds.

H. Signs and Advertising

All additional signing will be approved by the Forest Service. This includes wording, color of sign boards and location. Signs will be placed to portray the message to the majority of campground users. The number of signs will be limited and the majority of information will be located on the bulletin boards. This includes rules and regulations, fees, and general area information. Traffic signs such as speed limits, will be posted to serve the camp road system. Arrows have been painted on inner roads at Hoyer to facilitate traffic movement. I presently have signs at all campgrounds stating that they are managed by concessionaire under a special use permit from the Forest Service. Erected signs will be maintained or renewed as necessary to meet and presentable standards.

Brochures, pamphlets and advertising will identify the site as part of the Apache-Sitgreaves National Forests. I will not misrepresent in any way, either the accommodations provided, the status of my permit, or the area covered by it.

I. Hazard Reduction/Health and Safety

I assume the responsibility for any damages due to avalanches, rising waters, falling limbs or trees, and other hazards which are natural phenomena. I also assume the responsibility of inspecting the sites and immediate adjoining areas for dangerous trees, hanging limbs, and any other evidence of hazardous conditions, and after securing permission from the Forest Service, removing such hazards. I will be responsible for periodic safety inspections and take action to correct any safety hazard. As a minimum, I will watch for and immediately eliminate the following hazards:

1. Concentrations of bees, wasps, ants, and other insects.
2. Slippery floors in toilets.

3. Protruding nails, bolts, wire ends, splinters, etc., on any fence, building, table seat or other improvements.
4. Loose traffic barriers.
5. Toxic plants.
6. Broken glass or sharp fragments of metal or plastic.
7. Unsanitary conditions such as dead animals, garbage dumped in the open, livestock in the campground, draining sewage on the ground, etc.
8. Irresponsible acts by the public, such as: Shooting in or near the campground, reckless driving, loose domestic pets, etc.
9. Trees exhibiting probability of failure by mechanical breakage, collapse or uprooting, i.e., showing rot, broken or dead sections, having shallow undercut roots, dangerous limbs or lean, will be identified. I will take corrective action through removal or repair, after approval by the Forest Service.

I use industrial strength disinfectants in all the restrooms along with deodorants and lime in the vault toilets to control germs and odor. I also spray the garbage dumpsters periodically with insecticide to reduce the incidence of flies and a deodorant to help combat odor problems. In our handout to the campers on rules and regulations it is stated that dog droppings are to be picked up and garbage bagged in plastic. Bags are provided at the check-in station for campers not so equipped.

J. Public Contacts

I and my campground attendants will project a "Good Host" image and be in sympathy with and knowledgeable of Forest Service management objectives. We will direct traffic when needed, control irresponsible acts, regulate the dispersal of campers, give information, assistance, and help educate the public to enjoy and maintain the esthetics of the forest. We will enforce camping regulations so that all may enjoy their surroundings.

We have been showing movies obtained from the Game and Fish and Forest Service at least two times a week. I have hired a naturalist to show movies and lead hikes. I would like to continue this if I can find someone so interested. I have been having a free coffee get-together for the campers on Sunday mornings this has proved to be quite enjoyable for both the host and the campers. I have had some hosts who are very interested in crafts and would like to have some afternoon craft classes at the amphitheater to get the "fishing widows" involved.

I have constructed and maintained a 1½ mile fitness trail, nature walk around the campground. It contains 20 stops for exercises, some with related equipment; chin-up bars, sit-up logs, balance beam.

I would like to prepare a slide presentation of this area to show people in R.V. clubs and conventions to interest them in the white mountain area and also possibly prepare one to show the people here of other areas they might enjoy during the winter.

K. Use Data

During the designated use period, a summary of use will be maintained on the daily tally sheets and then compiled on a monthly basis. These use figures will show the number of sites full each day, the number of people per site, the length of stay, and the type of camping vehicle used. Any additional information needed by the Forest Service for its statistics can easily be added. This information will be submitted with the frequency requested by the Forest Service. Records will be kept available for review for at least three years, unless disposition is otherwise authorized by the Forest Service in writing.

L. User Fees

The fees will be based on a daily basis per camp unit. All sites in Hoyer will be ~~\$4.00~~ ^{\$2.00} / unit/ day. All sites at Benney Creek will be \$4.00/ unit/ day. All sites in Winn will be \$5.00/ unit/ day.

~~The group area at Winn has been \$20.00/ day up to 50 people and \$30.00/ day over 50 people. I would like these rates to correspond with the other group areas on the forest. Should the F.S. increase their rates I would like to also.~~ ^{\$15.00 Deposit (unrefundable)}

OK \$1.00 per day per person
Less than full day occupancy from the hours of 10 am - 4 pm will be \$2.00 at all campgrounds. This will only be used when sites are available.

There will be a \$2.00 charge for the dump station at Hoyer for all nonregistered users.

I would like to sell firewood, at a reasonable cost.

I would like to continue charging \$2.00 / person for the showers.

The Golden Age and Golden Access Passports will be honored for 1/2 price camping at all campgrounds.

In the event the F.S. should raise their rates elsewhere on the forest I would like the option to adjust mine to be comparable.

M. Equipment and Supplies

I will furnish all supplies, tools, and materials necessary to clean, operate, and maintain the facilities. I have quite an extensive selection of small hand and power tools. I also have several larger pieces of equipment, such as; chain saw, log splitter, power spray rig for extensive cleaning of bathrooms, portable generator for power in remote areas; airless paint sprayer ideal for painting or oiling picnic tables and outhouses; large hydrolic dump trailers for collection and removal of garbage or many other things; golf carts to facilitate movement through the campground for camper control, site checking and monitoring, and also for cleaning; Motorola high frequency radios to communicate between campgrounds, and CB units for inter campground use; 16 mm sound projectors for showing weekly movies; and a router sign maker for professional looking signing. I have a one ton and a half ton pick-up truck to transport personnel, equipment and supplies. I also have a Cannon 200 copier to make maps, rules, flyers, and various other materials to hand out to the campers.

I will provide all expendable items, such as; toilet tissue, detergents, disinfectants, and other cleaning materials; paints and supplies necessary for refurbishing the improvements.

N. Permittee Employees

I will comply with State of Arizona labor laws. When I'm not on site, a designated representative will be present. The designation will be made in writing. My employees and I will be neat and clean in appearance when dealing with the public. We will be courteous to the public at all times. All employees will wear some apparel items identifying them with the campground operation, such as hats and vests. I will not discriminate against any employee or applicant for employment because of race, color, religion, sex, or national origin.

The following letter was sent to the Forest Service from one of our employees.

O. Reporting Responsibility

All damage to Government facilities in excess of \$50.00 for each occurrence resulting from vandalism and breakdowns of equipment, will be reported verbally to the Forest Service District Office within 24 hours. This will be followed up by a written report within one week. Damage of less than \$50.00 will be reported in writing on a weekly basis. Any repairs made to Forest Service improvements will be made with supplies and materials of equal quality.

P. Utilities

I will pay for the power required to operate the facilities covered in the permit.

Q. Contracting

All toilet vaults will be pumped according to Forest Service standards. Vault pumping will be contracted locally.

Garbage pick-up will be contracted locally. The garbage collection contractor will supply his own new, well-maintained dumpsters. His truck is modern and reliable which will cut down on past problems of sometimes questionable service. Special precaution will be taken on the disposing of firepit ashes. I will personally be responsible for the execution of these services should the contractor, in any event, fail to perform his services.

At the beginning of the season the roads will be graded throughout the campgrounds as needed. In addition to grading, a drag will be used periodically to keep the roadways enjoyably passable.

R. Fee Collection

There will be a fee collection station at the entry of the campgrounds (see exhibit section). All new vehicles entering will be greeted courteously and be requested to stop and pay fee for the duration of their stay. They will be given a copy of the rules and regulations and any information, assistance, and educational material they are interested in, concerning the area. This information will be stored in the fee collection station. At the time the fees are paid the camper will receive a color coded, slotted card that is to be hung from the rear view mirror (see exhibit section). This will have the date of departure in large black print on it, so as to make it quite obvious as to who belongs in the campground and for how long. They will also be given another tag to display on a clip on the numbered campsite post with the date of departure on it. This will serve to show for how long that particular site is taken. These will be checked periodically through the day. All transactions will be recorded on a tally sheet (see exhibit section). At the end of the day the totals will be added. All required information can be included on the tally sheet, camping fee, number of people, days of use, type of camping, and any other information the Forest Service needs to complete its statistics. If someone leaves early all refunds will be entered in red on the tally sheet and deducted from the days totals. A board showing occupied campsites, names and departure dates will be displayed and kept current at the fee collection station to facilitate selection of campsites. This is not only a very helpful device in knowing what is going on in the campground, it also assists people in locating friends. Our telephone and radios play a big part

in this also by assisting the Sheriff's Department, Highway Patrol, and Forest Service in locating people in case of emergency. We have saved the Sheriff's Department many hours by locating someone for them, in turn they have been most helpful in responding for us if we need them for assistance. The board will also have the size of all the spaces.

S. Optional Activities

I would like to take the option to sell firewood.

I would like to charge \$2.00 at the dump station for non-registered users.

I would like to charge for showers, using my portable shower building that is presently on site.

T. Storage and Maintenance of Materials and Equipment

I have a 14X20 garage type metal building that has been approved by the F.S. to house our cleaning equipment and supplies, tools, and golf carts so as to keep the equipment out of sight and give the area a neat clean appearance. I also am using the F.S. metal building which is located at the sewage lagoon to store lesser used equipment. Some extra equipment is also kept out of sight at the lagoon such as a large hydrolic dump trailer, other small utility trailers, and firewood.

I have a small metal building at Benney Creek to keep cleaning and maintenance supplies out of sight in that area.

Winn also has a metal building to house cleaning and maintenance supplies and a three wheeled gasoline powered vehicle (see exhibits) for cleaning and site monitoring.

All equipment will be well maintained, in good repair and appearance.

Special precautions will be made to prevent spillage of cleaning chemicals into waters, or channels leading into water, that would result in substantial harm to fish and wildlife or to human water supplies.

U. Insurance/Bond

I am currently insured and bonded to Forest Service specifications for the Hoyer-Winn Complex Campgrounds. This insurance policy and bond can be renewed promptly. This insurance will be in force year

round and will contain a specific provision to the effect that the policy will not be cancelled or its provisions changed before 30 days written notice to the Forest Supervisor.

The policy will indemnify the United States Government against any liability for damage to life or property arising from the occupancy or use of National Forest lands under this permit.

V. Site Protection

1. Aesthetics I will protect the scenic aesthetic values of the area under this permit, and the adjacent land as far as possible with the authorized use, during construction, operation, and maintenance of improvements.

2. Pollution I will take reasonable precautions to prevent pollution or deterioration of lands or waters which may result from the exercise of the privileges extended by this permit.

No waste or by-products will be discharged by me or campers, if it contains any substances in concentrations which will result in substantial harm to fish and wildlife, or to human supplies.

Storage facilities for materials capable of causing water pollution if accidentally discharged, will be located so as to prevent any spillage into waters or channels leading into water, that would result in substantial harm to fish and wildlife, or to human watersupplies.

3. Erosion Control I will be responsible for the prevention and control of said erosion and gulying caused by me either directly or indirectly, on the area covered by this permit and lands adjacent thereto, and I will provide preventative measures as required by the Forest Service.

4. User Conduct I will take reasonable measures to prevent and discourage vandalism or disorderly conduct, and when necessary will call in the appropriate law enforcement officer.

VI. General

1. Gambling or gambling machines or devices will not be permitted on National Forest lands regardless of whether or not they are lawful under State law or County ordinances.
2. No animals or fowl, other than household pets, shall be kept upon the premises.
3. I shall restrict all parking to areas approved by the F.S.
4. No fireworks will be stored or used on the land covered by this permit, or in the structures there on.
5. I will maintain such firebreaks as required by the F.S.

6. I will be responsible for all state and local taxes, fees or charges levied as a result of the operation of the campground.
7. All butane, propane, or other liquified-petroleum gas equipment shall be installed and operated in accordance with laws and regulations of the State of Arizona.
8. The sale of liquours or other intoxicating beverages will be expressly prohibited on the area covered by this permit.

I, and any host or employee, will not discriminate, by segregation or otherwise; against any person on the basis of race, color, religion, sex, or national origin by curtailing or refusing to furnish accommodations, facilities, services, or use privileges offered to the public generally.

I have taken classes from Pima College in First Aid, and I am a certified First Aider. My wife and I have both taken CPR and have been reviewing yearly.

X. Conclusion

I feel I am qualified and capable to continue serving the public and the Forest Service as concessionaire of the Hoyer-Winn Complex. With three years experience I have succeeded in smoothing out the operation and have earned a good rapport and reputation with the public. I am a person who likes to work a plan to perfection. If something I am doing isn't working I will re-evaluate it and make any changes in order to make it work.

I have participated in RV Club Rally's to promote the area and to recruit help from the retired sector, letting these people use their skills and feel useful while enjoying the beautiful White Mountains.

I try to put something into the things I am involved with. I have and want to continue providing a naturalist for programs and hikes for the campers. I have built a fitness, nature trail (see Exhibit Section) around Hoyer for the campers enjoyment. I get involved in local activities (see Exhibit Section) and try to become a part of the community.

I feel that by having one concessionaire for the entire area, the public can be served more fully and equitably and many conflicts can be avoided.

NATIONAL PARK SERVICE

STATEMENT OF HOWARD CHAPMAN, REGIONAL DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

ACCOMPANIED BY:

JOHN CLAY, GENERAL SUPERINTENDENT, SOUTHERN ARIZONA GROUP

HAROLD SMITH, SUPERINTENDENT, ORGAN PIPE NATIONAL MONUMENT

ROBERT ARNBERGER, SUPERINTENDENT, SAGUARO NATIONAL MONUMENT

TED SCOTT, SUPERINTENDENT, CHIRICAHUA NATIONAL MONUMENT

Mr. CHAPMAN. I appreciate the time to come again before you from yesterday, and particularly at this time to deal with the issues in the southern part of the State.

I have no further speech prepared, so I will commence to introduce people. On my far left is John Clay, the general superintendent for the Southern Arizona Group. And I know you do have specific concerns and questions with regard to that operation.

Harold Smith, the superintendent from Organ Pipe National Monument, Robert Arnberger on my right, superintendent for Saguaro National Monument. And we are ready to answer your questions.

Senator DeCONCINI. I understand the region conducted an evaluation, or did an evaluation of the Southern Arizona Group office in the last year or two. Can you tell us what triggered such a study, who conducted it, and what the conclusions were?

Mr. CHAPMAN. Operations evaluation are a regular part of our operation. We attempt to conduct an operation evaluation in each unit of the system that is within the region on a 3- to 4-year cycle.

Actually, we're closer to a 4-year cycle. I have the evaluation operation in my office and then individuals are assigned either from the regional office or other field areas to conduct that in specific areas.

There was a concern with regard to evaluations. What the Southern Arizona Group did to determine an effective answer was look at a period of budget restrictions as to whether or not the group office was truly serving the areas, because frankly that should be the responsibility of such a group office, it should serve the field areas, and if it's becoming a burden to them then it really needs to be reevaluated and determined whether or not it does.

I think certain recommendations came out of that operations evaluation relative to personnel and numbers of personnel. We have made some of these corrections to the degree that I think we have a far more responsive organization in this Southern Arizona Group than they had earlier, and yet frankly that does relate to the assignment of people and rotation. I am bringing in new blood in order to provide the kind of assistance that they really require.

Senator DeCONCINI. Is that a budget of \$556,000, some figure like that?

Mr. CHAPMAN. That's correct. Actually, as we look at the projected base end-of-year funding for fiscal 1986, that will be a figure of \$494,200, and I would like to mention to you that going back to

1981, 5 years ago, that base figure was \$583,174. In other words, we have cut approximately \$90,000 from the operation there.

Senator DECONCINI. Are you convinced that we actually have to have that office?

Mr. CHAPMAN. In summary, I would say yes. And I did that on the basis not in terms of looking at the office in total but looking at the individual responsibilities, and if they were not conducted there where would they be conducted.

Because in many respects the southern area group office's personnel deals with these budget matters, ranger services, interpretation, and maintenance. Those are things that they are able to collectively support, 11 individual areas.

If we did not have that capability for the Southern Arizona Group, then it would be necessary for each of these areas to pick up more of the burden, particularly in the administrative fields. So it's a recognition that if it's not done there we either have to assign it directly to the specific areas, or we pull that operation into the regional.

Senator DECONCINI. So if you took these men and put them in the parks, where they could carry out multiple functions, they would do the administrative work, if that money was used in the parks for additional personnel. Have you thought about that, would we get more out of it?

Mr. CHAPMAN. Yes; that matter has been reviewed, and I believe that on the basis that the individuals, if we were to take any segment of that—let's say the ranger service within the Southern Arizona Group, and that would be roughly in the neighborhood of roughly \$50,000 to \$60,000, if you began to break that out among the rest, it really is not going to provide that much more in services to those individual sites.

When you get into the administrative area, it's even—well, it's the same kind of the situation administration as it would be in the ranger services for interpretation.

Senator DECONCINI. Superintendent Arnberger, I would like to ask you a question. As you know, we certainly recognize the problem of maintaining facilities and what you have been up against. We earmarked \$150,000 additionally for Saguaro National Monument and quite frankly, I wish it could have in fiscal year 1986, been a lot more. Can you tell me whether or not that \$150,000 has been spent and on what?

Mr. ARNBERGER. It has not been spent to date. It is near obligation. It is involved in a contracting process at this particular time. It's not been spent on what you initially wished it to be spent on.

Senator DECONCINI. Law enforcement?

Mr. ARNBERGER. As far as the interpretation and so forth, it has been spent on a boundary fence, which is going to give us great assistance and protection for our resources, our west unit.

Senator DECONCINI. How much is that?

Mr. ARNBERGER. Approximately \$142,000 is going to be spent on 13½ miles of fence.

Senator DECONCINI. Is that considered law enforcement in your opinion?

Mr. ARNBERGER. It's not considered law enforcement in the strict sense of the word. It is considered in my interpretation to be aid in

resource protection. It will help us in some of the poaching activities and so forth that we experience because of a nondelineation of boundary.

Senator DECONCINI. If you spent it on a fence, then, can you answer my next question: If you don't get the \$150,000 in your base budget next year, you are not going to be out much because you didn't use it for law enforcement personnel?

Mr. ARNBERGER. That's correct.

Senator DECONCINI. Is that why you didn't use it?

Mr. ARNBERGER. No; the reason why it was not used for the purposes that you are interested in is because the National Park Service was directed to take this money from available funds. The available funds, it was taken from the available funds; this is the cyclic repair fund.

Senator DECONCINI. Cyclic repair?

Mr. ARNBERGER. Which was contract 1-year money as opposed to recurring funds. So, therefore, it is in the budget this 1 year only. It is not in your base.

Senator DECONCINI. I am told that at the Glen Canyon where we designated money they did hire additional personnel. So you could have used it for that.

Mr. ARNBERGER. I think I could have. However, some of it, they said that it had to be interpreted into the actual time personnel and that could necessarily—without having that money guaranteed to be in the base—

Senator DECONCINI. If that was done, what would you do with it?

Mr. ARNBERGER. If we got it out of cyclic repair and rehab again.

Senator DECONCINI. Build another fence, or would you hire more personnel?

Mr. ARNBERGER. Depending on what time of the year that I got it, I think I would try to get as much seasonal personnel as I could.

Senator DECONCINI. Were you directed to do this fence?

Mr. ARNBERGER. I was not directed to do the fence. I was—

Senator DECONCINI. Were you directed not to hire the personnel?

Mr. ARNBERGER. I was informed that we had \$150,000 available, which was a 1-year project, and to do a project that could best protect the park. And our No. 1 priority I might say is being done by this project.

Senator DECONCINI. I can't say that I object to the fence per se. It's a good thing. But I represent some people and they bring to me these needs, and after considerable consideration we came to the conclusion that Glen Canyon needed some help. And I am lucky then to get even just a little bit. If we do it again, I know you may need the fence or something else, but I hope Mr. Chapman and the folks upstairs would hopefully do what we think is needed on the personnel side.

I understand the Park Service is charging fees at your east unit. How much of those fees are for law enforcement? What increase has the administration mission recommended?

Mr. ARNBERGER. Presently the fees that are being charged at Rincon Mountain are \$1 per car load, and then 50 cents for individual entry. The proposal that we understand for Saguaro National Monument will increase that to \$3 per car load and \$1.50 for individual entry.

Senator DECONCINI. That's at the west?

Mr. ARNBERGER. That's at the east.

Senator DECONCINI. You do not charge fees at the west unit?

Mr. ARNBERGER. No; we cannot. At this particular time it's our feeling that it's not a suitable area to charge fees because of the many entrances and the inability to control any of, to have any control of these entries we do in the east unit.

Senator DECONCINI. Impractical?

Mr. ARNBERGER. At this point it is very impractical.

Senator DECONCINI. Can it be made practical?

Mr. ARNBERGER. It could be with our general management plans we are presently involved in. It's one of the considerations that's going into the planning with other traffic flows and so it's—

Senator DECONCINI. How much personnel do you have now?

Mr. ARNBERGER. I have 25 FTE's in the monument.

Senator DECONCINI. How many do you estimate you need for your general management plan?

Mr. ARNBERGER. Well, of course that's a hard question to answer, because we have not really formulated the alternatives or even the preferred alternatives that we hope to come out of that plan.

Perhaps the best way that I can answer that is an assessment of what we need right now in order to bring us up to a level of meeting some of the challenges we have right now. That an assessment right now deals with around 11.2 FTE's. And an increase—

Senator DECONCINI. That's additional?

Mr. ARNBERGER. That's additional, and an increase on your base of right around \$210,000. It does not include the backlog of resource management and maintenance projects, but it's hard for us to make any forecast of what we are going to need until we really come up with a plan that tells us something.

Senator DECONCINI. Saguaro National Monument is not considered an urban park, I understand. But it's so close to Tucson and the growth is coming your way at a rapid rate. Do you think it's, you know, an urban park—how do you envision it? Do you envision it an urban park yet or—

Mr. ARNBERGER. I think in a semantical look at the word in terms of how the park perceives what is an urban park, it does not meet that classification. However, because it has the urban areas right on the perimeters of the park, and indeed the city limits come within 1 mile of the boundary, a good percentage of our visitation is oriented, urban orientation.

Perhaps the best description I can give to you is that Saguaro has a lot of critiques on it, and the best one was in the Arizona Republic several years ago in which it was described as an urban wilderness, 84,000 acres within the monument, of which 72 of them are legislative wilderness right here at the edge of Tucson.

Senator DECONCINI. Do you know what percentage of visitation comes from within a 50-mile radius?

Mr. ARNBERGER. We have statistics that indicate that 38 percent plus or minus a little bit come from Tucson and over 50 percent come from Arizona. That's further broken down with your east unit getting around 45 percent local people and our west unit getting around 31 percent. It has got a tremendous urban draw.

Senator DECONCINI. What are the criteria for an urban park?

Mr. ARNBERGER. I don't think I know of any specific criteria.

Senator DECONCINI. Is there such, Mr. Chapman?

Mr. CHAPMAN. I don't think that specific, because actually where we have classified areas with regard to the recreational and cultural aspects. Saguaro National Monument is a natural area.

But we recognize that the problems associated with these areas, and certainly Saguaro National Monument, has the urban kind of influence and urban kind of problems to deal with, so from a practical standpoint it's probably as urban as any area within the system.

Senator DECONCINI. Who makes the determination? Do you make the judgment?

Mr. CHAPMAN. No; that's probably by a collective judgment that's made throughout the system, the criteria that's applied by the Washington office. I can't say a specific individual.

Senator DECONCINI. That meets that criteria. So just out of curiosity, if this were going to be termed an urban park, who would finally make that determination, would you make it?

Mr. CHAPMAN. Right, I would make a recommendation, and I think it is coming down to me at this point, that it's not a recommendation. My response would be that it have—from a reality standpoint—

Senator DECONCINI. Is it—

Mr. CHAPMAN [continuing]. It's an urban area.

Senator DECONCINI. Even though it is different?

Mr. CHAPMAN. That's right.

Senator DECONCINI. Mr. Smith, what would you say is the condition of the Organ Pipe National Monument in comparison with the other units of the National Park System?

Mr. SMITH. Maybe I can best characterize that by saying in the 4½ years I have been at Organ Pipe, which is about 10-percent history of the monument, in the first four decades the great effort dealt in mining claims and ranching, and the late seventies that was eliminated basically.

And also in the late seventies it received designation from the United Nations as an international type, it received a designation as a wilderness. And so in some regards you can say some of these adverse uses should be related.

In some ways, though, the problems have changed. We used to spend a lot of time with mining and camping, that type of thing, or problems associated with along the Mexico border taking more of our time and concerns.

Senator DECONCINI. So is the law enforcement your major concern?

Mr. SMITH. That's a part of it; that's a portion of it. I believe the rapid urbanization of adjacent Mexican lands is probably our major concern.

Senator DECONCINI. I understand you have resource problems from some farming activities on the Mexican side of the border. What's being done to correct this problem?

Mr. SMITH. We have a study in a small area in its final stage. We hope to finalize plans sometime this calendar year on that. We do envision a much larger project or study being implemented in 1987. This is entitled "Evaluate Sensitive Habits." And this will be look-

ing at the water table drawdown and the pesticide drift coming in from Mexico.

Senator DECONCINI. Am I correct you now have a budget of about \$495,000 with 17 FTE's?

Mr. SMITH. Yes.

Senator DECONCINI. And how is that compared with the last 2 or 3 or 4 years? Has it gone up, or has it stabilized?

Mr. SMITH. I think before we had \$151,000, and it's been a slow increase there in the 2 years.

Senator DECONCINI. What has been the impact on visitation? Has it gone up?

Mr. SMITH. Over long-term visitation increased somewhere between 5 and 10 percent a year. There has been some erratic years on that based on what I think is cold winters up north variability, cost of travel, and that type of thing.

Senator DECONCINI. So your visitation has fluctuated?

Mr. SMITH. It has.

Senator DECONCINI. What is the, as to your problem along the border there with Mexico, what's the biggest problem that you have there?

Mr. SMITH. Well, it's always a problem between the two countries. But with the economic situation there, Mexico is trying to make the best of what they can of the adjacent lands. Some decades, a decade and a half ago, our bordering land, or use of those lands in Mexico, were very, very compatible with what we are trying in the United States in the last 10 years or so.

That land is rapidly becoming more developed for irrigation purposes. There's some 200 wells that are drawing some 1,400 gallons of water a minute, so the water table is down. It's something that is very significant. They grow cotton, alfalfa, and do some truck farming, that type of thing. We are wondering about the effects of the pesticides along the border.

The desert pup fish lives on both sides of the border, in the Quitobaquito Pond in the monument. That's the only place in the United States it lives. They used to live in California but they have been eliminated by accident.

Senator DECONCINI. How many Mexican national citizens, Mexican citizens, live in the proximity of Organ Pipe? Do you have any idea?

Mr. SMITH. I can't tell you that.

Senator DECONCINI. Is it thousands or hundreds?

Mr. SMITH. In the town of Sonoita, which is 1½ miles south of there, there's 15,000; they put that on the sign as you enter the town. I don't know how accurate that might be. If you were to look at the situation virtually in the last, say couple of years, you probably would get a feeling that it may have almost doubled.

In 1985, the summer of 1985, electric power came to Sonoita from Hermosillo, some 400 miles away, and this produced a much more efficient facility for pumping of water and that type of thing, and consequently there's a lot of plumbing available, lights.

Senator DECONCINI. What's the relationship with the Mexican citizens and your people?

Mr. SMITH. Well, we work very cooperatively.

Senator DECONCINI. Friendly?

Mr. SMITH. Yes; the counterpart in Mexico for me is a man by the name of Fernando Lizarraga. He is working on, toward designation as an international biosphere. He has been very instrumental in curbing some of the problems that we find in Mexico coming from areas of law enforcement.

Senator DECONCINI. Do you have any questions? Do you have anything you want to finish up?

Mr. ESTES. In relation to the \$150,000 and the fence, this is funding—

Mr. ARNBERGER. We're dealing with funding that comes out of available funds that are only for 1 year. We are not putting that money into permanent personnel, and yet we recognize that that's a very demanding need that he has.

Mr. ESTES. That did happen in Glen Canyon?

Mr. ARNBERGER. I think, if I am not mistaken, they transferred personnel. I could be mistaken.

Mr. ESTES. You may be right. I can't remember.

Mr. ARNBERGER. If they did—

Mr. ESTES. They're very concerned, of course. They did tell me later they were very concerned there that if they didn't get it back they would have a bigger problem than they had before.

Mr. ARNBERGER. I know we are going to have to do things with regard to Saguaro National Monument.

Mr. ESTES. We really do. And I am glad to hear you say that. That will be a great thing if we accomplish nothing else. And I understand some of the frustrations that you have.

CONCLUSION OF HEARINGS

Senator DECONCINI. I appreciate what the city council and Mr. Valdez, Bill Sheldon, and our court reporter have done to help us this morning. Thank you all for being here early and staying so long.

If there is nothing else, the subcommittee will stand in recess.

[Whereupon, at 12:13 p.m., Wednesday, July 2, the hearings were concluded, and the subcommittee was recessed, to reconvene at the call of the Chair.]

